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Rules and Procedures Discussion and Proposals

To: Mayor Marlin and City Council Members
From: Charlie Smyth, City Clerk
Jim Simon, City Attorney

Folks:

We have rewritten parts of and recompiled the Procedures and Rules guidebook created by Phyllis Clark and Jack Waaler for the 2005 and subsequent City Councils. In doing so, we noted several inconsistencies and potential clarifications and corrections. These will be discussed below.

Chapter 2 of the City Code of Ordinances covers City Administration. Section 2 in particular covers City Council and per the City's home rule authority, Council has over time established procedures and rules. These Council Rules and Procedures have been adopted, deleted, or modified by Resolution (Appendix 2) while others have been adopted by Ordinance (Appendix 3). Some have even been adopted by voice vote (E.G. Appendix 1 in 2005). Since all the rules are not in the city code, this procedures and rules manual, which will be placed online, is a recommended accessory document.

Ordinance created rules are listed in Appendix 3 and include the deferral rule, the order of the agenda, Mayor Pro Tem, and adoption of council rules. These are located in the Municipal Code under Rules for Deliberations (UCC Sec. 2-27 – 2.31) and in Public meetings (Sec. 2-4). It should be noted that the deferral rule and the election of Mayor Pro Tem differ from state statute per the city's Home Rule abilities. There are numerous other examples of Home Rule authority in city ordinances.

The source of the current council rules is Appendix 1 of the 2005 Urbana City Council Procedures document prepared by former City Attorney Jack Waaler. Jack indicated in the 2005 document that the rules listed in Appendix 1 were not existing rules but were merely proposed rules Jack suggested the City Council adopt. His memo is included in Appendix 2 and provides a background to procedures and the council rules he proposed. The council subsequently made a few minor changes and adopted them by voice vote June 20, 2005. Some of the rules refer back to actual earlier resolutions. For example, Rule 1, Resolution No. 9495-R29, contains the only official rules for placing items on a City Council or Committee of the Whole meeting agenda. The Urbana City Council has been following these rules as Jack proposed since their adoption in 2005.

However, Rule #4 has since been replaced by ordinance in Sec. 2.4 so has been dropped. Instead, a revised version of the Resolution on Resolutions is provided. Several of the proposed changes would modify existing rules resolutions. It is suggested that these rules with whatever modifications



are made by council, be passed by a new Resolution replacing any referenced resolutions changed by these modifications.

Modifications to Rules 1-7 are suggested via highlighting and can be noted by comparison to the 2005 Edition of Appendix 1. Rule 8 is proposed by Clerk Smyth to provide guidance to the public.

The following substantive changes to the rules are noted (the remainder of the changes highlighted in yellow are for clarification or consistency):

Rule 1: Allows the mayor to place items on the agenda.

Rule 3: Drops the aldermanic public input of 10 minutes implying the same 5 minute limit available to the public should a council member wish to use public input.

Rule 4: Proposes a tweak to the Resolution on Resolutions allowing for resolutions to come from other City of Urbana commissions or boards.

Rule 5: This rule has been rewritten and expanded for clarity and consistency.

Rule 8: Group time limits are suggested here. The 10 minute time limit would for example cover a presentation from a council member on a special topic (as dropped from Rule 3) or from a small group. Larger groups or a complicated issue may have a greater amount of material to present so another time limit is suggested for these in an effort to be consistent and fair while still getting the city's business done in a reasonable amount of time.

Note that there are separate resolutions on the Pledge of Allegiance, Sanitary Sewer Connections, Debate Limits, and Mandatory Adjournment that are not covered by these listed in Appendix 1. When researching this material, we found that the wrong version of Resolution No. 2016-04-023R, Mandatory Adjournment, was signed so we are including a revised version in the packet.

Finally, there are three potential changes to Ordinances in Sec 2-24, 2-25, and 2-27.

1. These include adding Council Member back in as an official gender neutral term for "alderman". Alderman/Aldermen is the only acceptable term provided for in state statute for the Mayor-Aldermanic form of government but for our own, internal and city code use, we have expanded the number of terms that are equivalent. Curt Borman has provided language that distinguishes the mayor from city council members so that there is no confusion with the "Corporate Authorities" aspect of code.
2. Allows the mayor to cancel meetings for cause. Cancelled meetings addition: "...aldermen holding office or by the mayor via written communication to City Council and City Clerk for stated reasons such as lack of a quorum or lack of agenda items".
3. Changes the terminology used in Council Meetings to match that of the currently used wording in Committee of the Whole meetings adopting the use of Public Input and Unfinished Business. These changes are for simplicity and consistency.



In conclusion, there are three or 4 action items presented for council discussion, decision, and action by sending to Council:

1. Changes to Appendix 1 including those suggested by directing staff to draw up an appropriate resolution adopting the desired changes. Appendix 1 as changed would be an attachment to such a resolution.
 - a. Since Rule 4 changes are to an existing resolution, it may be appropriate to re-adopt a revised resolution with the language proposed in Rule 4 or a variation as desired by City Council.
2. Re-adopt the resolution on mandatory adjournment.
3. Adopt the ordinance revising Sections 2-24, 2-25, and 2-27.



URBANA
CITY COUNCIL
PROCEDURES & ORIENTATION

2017

Revised 2017 by:

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We gratefully acknowledge the original compilations of Phyllis Clark, Urbana City Clerk (1993-2017) and Jack Waaler, Urbana City Attorney (1969-2003). Curt Borman, Assistant City Attorney, provided very helpful feedback.

LIST OF CONTENTS

- **WELCOME** from the Office of the Clerk
- **DATES and NOTICES** to Remember
- **COUNCIL MEETING Information**
- **WELCOME** from the Office of the City Attorney

Hierarchy of Applicable Governing Law

Powers and Authority

Rules of Procedure

Open Meetings Act

Additional Procedural Information

Role in Adjudicatory Proceedings and Public Hearings before City Council

Conflicts of Interest

Attorney Client Privilege

- **APPENDIX 1** – Council Rules
- **APPENDIX 2** – Jack Waaler Introductory Notes, Resolution No. 8586-R29 (Reciting the Pledge), Resolution No. 9394-R13 (Sanitary Sewer Connection), Resolution No. 9394-R30 (Resolution on Resolutions), Resolution No. 9495R29 (Debate Limits), Resolution No. 2016-R-032R (Mandatory Adjournment)
- **APPENDIX 3** – Articles I & II of the Code of Ordinances
- **APPENDIX 4** – Suggestions on Handling Abusive Speech from Audience
- **APPENDIX 5** – Veto and Veto Override
- **APPENDIX 6** – A-B-C's of Parliamentary Procedure
- **APPENDIX 7** - City of Urbana Officials and Employee Ethics Ordinance
- **APPENDIX 8** – Actions by City Council

WELCOME!

YOU ARE NOW A PROUD MUNICIPAL OFFICIAL in a MAYOR – ALDERMANIC form of Government with “HOME RULE” Authority!

This manual is a compilation of information needed for City Council Members in their primary role as a legislative body. Occasionally, you will also have an adjudicative or administrative role. It is our hope that you can utilize it, adding to it as you deem necessary, as you learn and grow as municipal officials. Below is a brief overview of my duties as the City Clerk. The City Attorney has a section on your duties and responsibilities. My staff and I are here to help make your job as easy as possible so let us help you with obtaining supplies, making travel arrangements, and answering questions related to city function best we can.

Because Cunningham Township is coterminous with the City of Urbana, the alderpersons serve as the Township Trustees and the Mayor serves as chair (non-voting) of the Township Board. There are two elected officials, the Township Supervisor and the Township Assessor that serve the Township.

We look forward to a productive and prosperous term with you.

- *Charlie*

OFFICE OF THE CITY CLERK

The City Clerk, an elected official, has the primary responsibility of keeping the official records and documents of the City. It is an office handling the minutia associated with good government.

Documents are the wheels that move government. However, documents and Council action are usually not accepted by the courts or other government entities until the Clerk certifies and verifies those documents or specific Council action. The Clerk is responsible for legal documentation that include Council Proceedings, resolutions, ordinances, contracts, agreements, and all other communication of the City Council.

The City Clerk attends all meetings of the Council, including Council/Committee of the Whole and Executive/Closed Sessions, and is responsible for preparing the Council agenda and notices of meeting and hearings before the Council. The Clerk's office keeps the official seal and records for the City.

The Clerk maintains the Urbana City Code, accepts official filings and petitions, and disseminates information to citizens, is the Freedom of Information Act Officer for the City, and administers and maintains Domestic Partnership registrations. By statute, the Clerk is Ex-Officio Town Clerk for the Cunningham Township, maintains township records, and provides the second signature on township checks for bills and general assistance.

DATES AND NOTICES TO REMEMBER

Open Meeting Act Requirements: ALL Public Officials are required by Section 1.05 of the Open Meetings Act, 5 ILCS 120/1.05, to successfully complete the electronic training curriculum on the Open Meetings Act developed and administered by the Public Access Counselor within 90 days of taking office. The Mayor, Clerk, and Alderpersons as well as the Township Supervisor should complete this by **July 31, 2017**.

This will be further discussed in the commentary provided by the city attorney below.

The certification and additional information can be accessed at <http://foia.ilattorneygeneral.net> – you will need to set up an account first.

Statement of Economic Interest Forms: 2017 Statements of Economic Interests are due on **May 1, 2017**.

For more information, please see <https://www.champaigncountyclerk.com/government/sei.php> - you may be able to file online. Newly elected officials, if not already issued a logon by the County Clerk, will need to file a paper copy.

May 1, 2017 – Oath of Office for newly elected City Officials (will follow as new business in the regular meeting of the current City Council)

May 15, 2017 – Swearing in of newly elected Cunningham Township Supervisor and special meeting of the Township Board

January 2, 2018 – Swearing in of newly elected Cunningham Township Assessor

Illinois Municipal League (IML) Annual Conference

September 21-23, 2017 ---- at the Hilton Chicago (downtown Chicago)

IML Newly Elected Officials Seminars - 2017

June 14, 2017 in Champaign with other dates at: <http://events.iml.org/>

NOTE: Please be advised that when registration information is received for any of the above conferences, the Clerk's office will forward it to you. Should you want to attend either of them, just advise the Clerk's office and registration, reservations and travel accommodations will be made for you.

MEETINGS

(And related information)

The Council is obligated to work through Public meetings to accomplish its business. There are several types of meetings. Law and procedure set requirements and limitations for each type:

1. Regular Meeting, during which Regular, Unfinished and new Business is conducted, and which can include a Committee of the Whole Session.
2. Special Meeting, as follows:
 - a. Special Meeting to conduct Business (Action);
 - b. Special Meeting to conduct Budget Hearing;
 - c. Special Meeting to conduct an Executive Session;
 - d. Special Meeting to conduct a Joint Taxing Body Session;
 - e. Special Meeting to review Social Service Agency Funding.

HOW MEETINGS ARE CALLED

The Mayor or any three Council Members may call a special meeting, by notification to the City Clerk.

REGULAR MEETINGS

Regular meetings are set by Ordinance and posted by State law. They are “set” by this procedure. You, the public, and the media are on “notice” that the government will meet and will likely take action. Agendas are posted at least 48 hours prior to the meeting. New business may be presented and discussed at a meeting but, by law, no final action can be taken on any item that has not been noticed on the agenda. Regular meetings begin at 7 pm and have a mandatory adjournment at 10:30 pm unless time is extended in up to 30 minute increments by a two-thirds vote of the alderpersons present (Resolution No. 2016-04-023R). However, this resolution does not contain requirements for reconvened meetings.

Executive/closed sessions do not have to be listed on the agenda to be held at a Regular Meeting. All executive sessions can be added to the agenda in the same manner as any other new business. (See below regarding the means for going into executive/closed session.) At a Committee of the Whole meeting, an item may be placed on the meeting agenda by the Chair, on his or her own motion, or at the request of any alderperson. Alternatively, the Mayor may place an item on the agenda of a Committee of the Whole meeting or City Council meeting agenda at any time. See Resolution No. 9495-R29.

SPECIAL MEETINGS

A Special Meeting requires at least 48 hours prior notice to the media and citizens, therefore, the Clerk needs an additional 3 to 4 hours to meet the notification requirement. Notice of the special meeting **must** include an agenda (purpose) of the meeting. No other business may be brought up or

discussed at a special meeting, other than what is noticed or listed on the agenda. So, if final action is desired, it must be noticed.

SPECIAL MEETINGS TO CONDUCT BUDGET HEARINGS/MARK-UPS

Budget Hearings-Mark-Ups are set by the Mayor and the Finance Director to provide the Council an opportunity to review and adjust the City's budget for the fiscal year. The Council will approve the final budget for filing with the County Clerk.

EXECUTIVE SESSION/CLOSED SESSIONS

According to the Open Meetings Act, the Council can only move into Executive/Closed Session during a properly noticed open meeting. Your motion need not indicate the exact exception cited in the statute, but the better practice is to state both the description and statutory citation of the exception. For example, if the City Council desires to hold a closed meeting to consider the purchase of a parcel of real estate, a member may make a motion to go into closed session "for the purpose of considering the purchase of real property in accordance with 5 ILCS 120/2(c)(5)." You must take a roll call vote (or otherwise indicate each member's vote) in open session on the question of going into a closed session. While a consensus can be taken in Executive/Closed Session, **no final action** can be taken on any particular item until that proposed final action can be voted upon in open session, and a full accounting of the issue is given to the public beforehand.

The city attorney will guide you and will cite the relevant exception during the meeting, if you desire.

CANCELLED MEETINGS

The above section on regular meetings does not address meeting cancellations. Since these occur periodically, Urbana City Code Section 2-25(a) contains the following procedure: "A regularly scheduled meeting of the city council may be canceled by a vote or written communication from the majority of the alderwomen and aldermen holding office. A committee meeting may be canceled by the chair of such committee." In practice, the Mayor periodically cancels meetings on her own authority. However, city ordinance takes precedence over a customary practice.*

***Proposed addition to the City Code:**

"...aldermen holding office or by the mayor via written communication to City Council and City Clerk for stated reasons such as lack of a quorum or lack of agenda items".

HEARINGS

Several types of city action require a "Public Hearing" to allow for comment on particular actions such as annexations and other zoning actions, the annual City Budget, and the Tax Levy.

AGENDA CONTENT AND DELIVERY

Your agenda packet consists of the Agenda and all related communications and proposed ordinances, resolutions, agreements, studies, etc., upon which you will be called upon to act at the following meeting. Your packet is ready Thursday afternoons and can be mailed to you if desired.

An email will be sent indicating that packets can be downloaded from the city electronically. Otherwise, the packet will be held in the police department for pickup by you unless you indicate that you don't wish a paper copy at all.

OTHER CITY COMMISSION MEETINGS

Much of the work of the City is done through City Commissions. They deliberate and conduct hearings required by Statute and make recommendations to the Council. Many of the issues upon which you will eventually have to vote on begin here. You are welcome at any of the commission meetings. However, as discussed in the City Attorney's section that follows, you are strongly encouraged not to participate in any way at any commission or board meeting at which that commission's or board's recommendation for a final action will be presented to and considered by the City Council. Your participation at such a meeting and then deliberation as a City Council or Committee of the Whole member may compromise the parties' due process rights. The Department Liaisons should send you all commission agendas and minutes. Let the mayor/City Clerk know if you do not receive them. Please note the monthly calendar that will be in your packet at the beginning of each month, for the dates and places of Commission meetings. While a City Council member is free to attend a commission's public meetings, our city attorney advises that a member not participate in matters in which he or she may be later called upon to render a final decision.

PUBLIC MEETINGS ACT REQUIREMENT

With the exception of Executive/Closed sessions, all of the meetings described above must provide for a period of public input and this is listed on all agendas. A special session for the purposes of going into closed session would also require public input as part of the agenda.

COUNCIL BUDGET

The annual city budget provides a \$900 allotment for each council member for travel, training, and supplies (including clerical help). The usual city per diem and travel policies apply though council members are able to trade with each other to enable attendance at more expensive events. You are asked to submit receipts to the city clerk for processing (such as hotel, travel, and meal expenses).

You may also request supplies such as folders, pens, and paper pads from the Clerk's office.

Office of the City Attorney

Congratulations on your election to the City of Urbana (the “City”) City Council. So ... what do you do now as you commence your responsibilities to your community?

As a member of the City Council, you are entrusted with the life, health, safety and welfare and property of the citizens of and those who work in the City. What decisions you make will have short-term and long-term, and maybe profound, impact on your City, its government, residents, businesses, visitors, and neighbors. For returning Council members, the citizens of the City truly appreciate the fine work you have done and look forward to four more years of hard work. For those just elected to their first term, the citizens of Urbana honor and respect your strong desire and willingness to service. You will be continuing a very fine tradition of local government which has been a hallmark since the City was founded in 1833.

This section of the City Council Procedures & Orientation discusses a number of topics which impact and govern how the City operates and how you as an Alderperson and fellow Alderpersons conduct the business and affairs of the City. The following are discussed in this section:

1. **HIERARCHY OF APPLICABLE GOVERNING LAW** – Discusses how federal and state law impacts the City generally and the law’s limitations on the City.
2. **CITY COUNCIL POWERS AND AUTHORITY** – Discusses from where the City Council derives its powers and authority.
3. **RULES OF PROCEDURE** – Discusses City ordinances and City Council rules applicable to City Council and Committee of the Whole meetings.
4. **OPEN MEETINGS ACT** – Briefly discuss statutory issues which impact how the City Council and Committee of the Whole notices and conducts their meetings.
5. **ADDITIONAL PROCEDURAL INFORMATION** – Discusses additional procedural issues including suggested ways of dealing with abusive speech at Petitions and Communications; application of Robert’s Rules of Order Revised; authority of individual Alderpersons.
6. **ROLE IN ADJUDICATORY PROCEEDINGS AND PUBLIC HEARINGS BEFORE CITY COUNCIL** – Discusses how the City Council handles proceedings which address issues related to specific citizens such as zoning variances and special uses and historic preservation nominations.
7. **CONFLICTS OF INTEREST** – Discusses how Alderpersons handle conflicts of interest generally and those specifically identified by state statute.
8. **ATTORNEY-CLIENT PRIVILEGE** – Discusses the unique relationship between the attorneys (both those who work in the Legal Division and outside legal counsel) and the City as the client.

It is important that you gain an understanding how a home rule municipality operates. Most importantly, you should prepare for each meeting, whether in your capacity as a City Council member and as a member of the Committee of the Whole. Preparation should include studying the packet of information which you will receive several days prior to each regular or special meeting. For newly elected Alderpersons, it also would be most helpful for you to review this manual. This manual may also serve as a “refresher course” for returning Alderpersons. Hopefully, this manual will serve as a useful resource to get you started in and throughout your service to the City.

1. HIERARCHY OF APPLICABLE GOVERNING LAW

The City of Urbana and its City Council are governed by several sources of law including:

- a. U.S. Constitution;
- b. Federal statutes, rules, regulations, and government agency opinions in varying degrees;
- c. Illinois Constitution of 1970;
- d. Illinois State Statutes;
- e. Illinois rules, regulations, and government agency opinions in varying degrees; and
- f. City of Urbana City Code of ordinances.

United States Constitution: While the U.S. Constitution governs the federal government, certain amendments have a direct impact on how local government operates. For example –

- a. The First Amendment prohibits the establishment of government-sponsored religion, limitations on the exercise of free speech and press, limitations on peaceable assembly, and limitations on petitioning government for redress of grievances.
- b. The Second Amendment prohibits government from infringing on the people’s right to bear arms.
- c. The Fourth Amendment prohibits unreasonable governmental searches and seizures and requires that search and seizure warrants be issued based upon a showing of probable cause.
- d. The Fifth Amendment prohibits the government from compelling a person in a criminal matter, including an ordinance violation case, to testify against him/her self and prohibits the deprivation of life, liberty or property without due process of law. Likewise, the taking of private property without just compensation is prohibited. Eminent domain actions involve the taking of property by government.
- e. The Fourteenth Amendment makes many of the protections afforded under the U.S. Constitution applicable to the states and, therefore, municipalities including those protections afforded under the First, Second, Fourth, and Fifth Amendments.

Federal Statutes, Rules, Regulations, and Government Agency Opinions: Federal law, to varying degrees, depending on the particular laws, applies to the operation of municipalities. For example, the City, like every other person, may not engage in unlawful discriminatory conduct. The City’s receipt and use of federal grant funds is governed by the respective federal statutes and

regulations which provide for and require the management of the funds necessary for the federal government to make such grants.

Illinois Constitution of 1970: Article VII of the Illinois Constitution governs municipalities and other units of local government such as counties and townships. Article VII, Section 6 governs home rule municipalities. Article VII, § 7(i) provides:

Home rule units may exercise and perform concurrently with the State any power or function of a home rule unit to the extent that the General Assembly by law does not specifically limit the concurrent exercise or specifically declare the State's exercise to be exclusive.

However, home rule municipalities do not have the power to incur debt payable from property taxes where such debt is to mature more than 40 years after it is incurred. Ill. Const. Art. VII, § 7(e). Likewise, the Illinois Constitution prohibits home rule municipalities from defining what constitutes a felony and providing for punishment of felonies. *Id.* The City of Urbana is a home rule municipality.

Illinois Statutes: Generally, the City is subject to those statutes which are applicable to municipalities. However, as a home rule unit of local government, the City has the constitutional authority to pass ordinances which may differ from state statute unless (i) the relevant state statute contains a provision which expressly preempts the City's home rule authority and (ii) the Illinois Constitution vest no authority in home rule municipalities to take the action contemplated (e.g., defining what constitutes a felony). The Illinois Municipal Code (65 ILCS 5/1-1 *et seq.*) is a primary, albeit not the exclusive, source of municipal powers and authority.

Urbana City Code: The Urbana City Code (cited as "UCC") represents the code of ordinances which the City Council has adopted and which govern conduct within the City. These ordinances also provide direction on how the City's elected and appointed officials and employees conduct the business and affairs of the City. The City Council has fairly wide latitude in what ordinances it may adopt. Again, the City Council's authority is constrained by Article VII, Section 6 of the Illinois Constitution of 1970 and those statutes where the state has reserved authority unto itself. Some examples include setting fines and fees, regulating hours of operation, adopting and amending the Zoning Ordinance, approving development agreements, amending past ordinances, passing resolutions, and approving the annual budget and the annual property tax levy. The Urbana City Code can be found on the City's website at: https://www.municode.com/library/il/urbana/codes/code_of_ordinances.

Rules and Regulations: Federal and state administrative agencies have adopted a myriad of rules and regulations pursuant to statutes which have created administrative agencies. For example, the Illinois Environmental Protection Agency and its federal counterpart have adopted numerous rules and regulations governing environmental issues.

2. POWERS AND AUTHORITY

The City Council's powers and authority are derived from the state constitution and statutes and City ordinances. Thus, it is important to assure that ordinances and resolutions adopted by the City Council comply with applicable laws. For example, the City Council has the authority to adopt

ordinances setting fines for the possession of small amounts of cannabis (30 grams or less) (720 ILCS 550/4; 550/17.5). However, the City Council does not have the authority to set fines for possession of more than 30 grams of cannabis since possession of those amounts constitutes a felony.

The City Council performs two general but essential functions – i.e., (i) legislative capacity; and (ii) administrative/adjudicatory capacity. These two functions are separate and distinct.

In its legislative capacity, the City Council adopts legislation – i.e., ordinances, resolutions and motions. In its administrative/adjudicative capacity, the City Council will consider matters which determine the rights and remedies of specific persons.

3. RULES OF PROCEDURE

The City Council has adopted a number of rules to govern its proceedings which are listed in Appendix 1 as well as ordinances covering specific topics such as Public Meetings (Appendix 2). Also included in Appendix 2 is a set of resolutions which further describe how the City Council conducts its business (Res. No. 93-94-R30; Res. No. 8182-R12; Res. No. 2004-09-019R; Res. No. 7980-R33). Ordinances governing the City Council and its operations are specifically found in UCC Secs. 2-23 *et seq.* (Appendix 3).

Alderspersons meet in two capacities – as the City Council and as a Committee of the Whole. The purpose of the Committee of the Whole is to allow for more in-depth consideration of matters while the City Council meets to take action (approve or reject) matters. Essentially, after deliberation on a matter, the Committee of the Whole will (i) vote to move the matter on to the City Council with or without any recommendation; (ii) vote to keep the matter in the Committee for further consideration; or (iii) take no action thereby ending consideration of the matter. The City Council has the authority to amend any proposed ordinance or resolution which is advanced by the Committee of the Whole to the City Council. The City Council may defer matters to their next meeting upon the request of two or more Alderspersons through the making of a motion to defer followed by a second of that motion. Any subsequent deferral of a matter by the City Council requires the vote of three-fourths (3/4th) of the Alderspersons then present. The City Council also has the authority to refer a matter back to the Committee of the Whole for further consideration. Ultimately, only the City Council has the authority to take final action on any matter.

Regular City Council meetings are held on the first (1st) and third (3rd) Mondays of each month. UCC Sec. 2-25. The Committee of the Whole meets on the second (2nd) and fourth (4th) Mondays of each month. UCC Sec. 2-28. No regular meetings are scheduled for the fifth (5th) Monday of any month. Meetings convene at 7:00 p.m. UCC Sec. 2-25(a). The Committee of the Whole does not take final binding action on any ordinance or resolution. If a regular meeting date falls on a holiday, then the meeting is held the Tuesday after the holiday. The following holidays are “legal holidays” when City offices (except for necessary services) are closed: New Year’s Day, Martin Luther King, Jr.’s Birthday, Spring Day (the Friday preceding Easter), Memorial Day, Independence Day, Labor Day, Veterans Day, Thanksgiving Day (Thursday and Friday), Christmas Day. Special meetings of the City Council may be called by three (3) Alderspersons or the Mayor. All regular and special meetings (including notices and agendas) are governed by the Open Meetings Act. 5 ILCS 120/1 *et seq.* The city council will also receive ordinances and resolutions directly from

several of its boards and commissions such as Plan Commission. These can be acted on just as if sent from Committee of the Whole as described above.

UCC Sec. 2-30 provides for voting procedures. This Section states:

- (a) To enact any ordinance for whatever purpose, or any resolution or motion (1) to create any liability against the city, or (2) for the expenditure or appropriation of its money (unless any extraordinary majority is required under state statutes or city ordinances), a majority of the alderpersons then holding office must vote "yes" or "aye."
- (b) The passage of any resolution or motion not within the above description shall require the "yes" or "aye" vote of a majority of the alderpersons present and voting when a vote on the measure is taken and the mayor when the mayor is authorized to vote because of a tie.
- (c) (1) Abstentions, if for reason of a stated conflict of interest, shall be recorded by the city clerk as "abstained" and shall not be recorded as either an "aye" or a "nay" vote, and shall not be ruled by the chair as "going with the majority."

(2) If an abstention or 'pass' vote is not based upon an asserted conflict of interest, then such vote shall be recorded by the city clerk as "abstained" but the mayor shall rule that such vote "goes with the majority" of those votes actually cast as an "aye" or "nay" vote.
- (3) Each council member shall have the right to abstain by reason of a stated conflict of interest based upon his or her own assessment of the existence of such conflict of interest and the city council shall have no right to overrule such council member's determination.
- (d) When state statutes or city ordinances, in order to enact an ordinance, resolution, motion, or upon reconsideration after veto and return thereof by the mayor, require an extraordinary majority to vote "aye", the following procedures shall be applicable in calculating the extraordinary majority:
 - (1) Abstentions, if stated by the alderperson to be for reason of conflict of interest, shall not be counted as either an "aye" or "nay" vote and members abstaining shall not be counted in determining the total to which the percentage of votes required is applied in determining number of votes for passage, any statute, ordinance or rule of parliamentary procedure to the contrary notwithstanding;
 - (2) However, no such ordinance, resolution or motion shall be deemed to have passed the city council unless such ordinance, resolution or motion receives an "aye" vote from at least a simple majority of the aldermen/alderwomen then holding office.

UCC Sec. 2-31 allows for electronic attendance at Council and Committee of the Whole meetings under certain circumstances. If you are unable to be physically present at a City Council or a Committee of the Whole meeting, you should review UCC Sec. 2-31 to determine if you are eligible

by right to attend by electronic means (Appendix 3) All public meetings include an opportunity for public comment as part of the Open Meetings Act.

4. OPEN MEETINGS ACT

The Open Meetings Act (“OMA”) governs all regular and special meetings of the City Council, Committee of the Whole and all commissions, boards and task forces created by the City Council. 5 ILCS 120/1.02. The overriding policy and purpose of the Act is to assure, to the maximum degree reasonable, that all City Council, Committee of the Whole, City Commission, City Board, and City task force business is considered and conducted openly so that citizens can be informed about the business which the City conducts. The Illinois General Assembly has declared:

In order that the people shall be informed, the General Assembly finds and declares that it is the intent of this Act to ensure that the actions of public bodies be taken openly and that their deliberations be conducted openly.

5 ILCS 120/1. The term “meeting” is defined as –

any gathering, whether in person or by video or audio conference, telephone call, electronic means (such as, without limitation, electronic mail, electronic chat, and instant messaging), or other means of contemporaneous interactive communication, of a majority of a quorum of the members of a public body held for the purpose of discussing public business ...

Id. For the City, a majority of a quorum includes three (3) or more Alderpersons or the Mayor and two (2) or more Alderpersons. (The Illinois Municipal Code defines “corporate authorities” as including Alderpersons and the Mayor. 65 ILCS 5/1-1-2.)

The more difficult part of the OMA to apply is when “contemporaneous interactive communication” occurs. Suffice it to say, the OMA will apply when the following elements are present:

- The verbal, e-mail, or text communication involves some aspect of City business; and
- At least three (3) elected officials (excluding the City Clerk) participate in the verbal or electronic communication; and
- The communication between and among the elected officials, regardless of who else may be present, can be deemed or construed as a contemporaneous interactive communication.

Attached is a memorandum which the City Attorney prepared at the request of an earlier City Council regarding the application of the OMA to various situations which Alderpersons may encounter during the course of their service to the City.

Other sections of the OMA require 48-hour advance notice of any meeting called, publication of the agenda for the meeting, and affording any person an opportunity to provide public input (referred to on the City Council’s and Committee of the Whole’s agenda as “Petitions and Communications.”) The OMA also allows the City Council and the Committee of the Whole to go into closed session (i.e., exclude the public from attending) portions of meetings to discuss

certain, albeit, limited topics. 5 ILCS 120/2(c). However, the Public Access Counselor in the Attorney General's office strictly construes the various exceptions which allow for closing of meetings. The Act also provides for the procedure for closing a meeting. 5 ILCS 120/12a. The City Council may not take any action, if any is to be taken, during the closed portion of any meeting. All final action (voting on a motion, resolution or ordinance) must occur during an open session of a meeting. 5 ILCS 120/2(e). Please note, that final action does not include votes taken during Committee of the Whole meetings to move matters on to the City Council or to keep them in Committee since those votes do not constitute final action.

All elected officials are required to complete OMA electronic training within 90 days after the later of when the official takes the oath of office or assumes responsibility as an Alderperson if no oath of office is required. Training can be found at: <https://foia.ilattorneygeneral.net/CreateAccount.aspx>

5. ADDITIONAL PROCEDURAL INFORMATION

Appendix 4 is a "Suggestion on Handling Abusive Speech from the Audience" while Appendix 5 discusses the Mayoral Veto and Veto Override.

The Mayor has the authority to veto City Council-adopted ordinances, resolutions and motions. However, the City Council has the power to override a Mayoral veto. Sections 3.1-40-45 and 3.1-40-50 govern how vetoes are implemented and overridden. 65 ILCS 5/3.1-40-45; 3.1-40-50. Section 3.1-40-45 provides that the Mayor may veto a Council-adopted ordinance, resolution or motion by returning the enactment to the City Council with the Mayor's written objections to the action. The veto and written reasons therefor must be delivered to the City before its next City Council meeting. Section 3.1-40-50 describes how the City Council may override a Mayoral veto. The City Council must consider the matter which the Mayor vetoed and may override that veto by a vote of two-thirds (2/3rd) of all Alderpersons then holding office on the City Council. The above-described process involves three separate City Council meetings: (i) the meeting at which the action in question was approved; (ii) the meeting at which the Mayor returns the ordinance or resolution unsigned accompanied by his/her written objections; (iii) the meeting at which the City Council considers and votes on whether to override the Mayor's veto.

The Urbana City Council generally follows Roberts Rules of Order modified by ordinance and resolution as note in Council Rules and Chapter 2 of the City Code (Appendices 1-3). Appendix 6 is a quick summary of Parliamentary Procedure. Included is a chart which outlines the number of Aldermanic votes required for various City Council actions.

It must be noted, City Council members, individually, have no authority to take any action on behalf of the City or bind the City into any agreement or other obligation unless the City Council has approved that action and authorized that member to act on behalf of the City. Only the City Council, at a duly convened regular or special meeting of the City Council, has the authority to take some form of action which can bind the City to take an action, expend or receive revenue or grant funds, or to an agreement or other obligation.

The City Council and Committee of the Whole have the authority to take "omnibus votes" – i.e., adoption or rejection of two or more matters through a single vote. In order to group two or more ordinances or resolutions together for an "omnibus vote", the City Council or Committee of the Whole, as the case may be, must first vote unanimously in favor of such grouping. Thereafter, the City Council or Committee of the Whole can take its "omnibus vote." As a practical matter, no

time is saved when only two matters are grouped together since the process requires two votes. Likewise, the City Council must be very careful not to group two or more items where one or more, but not all, the items require passage by a super-majority (i.e., 2/3rds, 3/4ths vote; a majority of a quorum of Alderpersons then present vs. a majority of all elected Alderpersons). If one or more items which are combined for an “omnibus vote” require a super-majority, then the entire vote (after approving the use of an “omnibus vote”) must pass by the super-majority number required.

6. ROLE IN ADJUDICATORY PROCEEDINGS & PUBLIC HEARINGS BEFORE CITY COUNCIL

Occasionally, the City Council acts in an administrative or an adjudicative capacity. In its administrative/adjudicatory capacity, the City Council considers recommendations made by certain City commissions (e.g., Planning Commission, Zoning Board of Appeals, and Historic Preservation Commission) which will directly affect the rights of one or more specific property owners. (In contrast, when the City Council acts in a legislative capacity, it adopts laws which have prospective effect within the boundaries of the City and which are generally applicable all persons throughout the City.) When considering such a recommendation, the City Council receives input from the parties directly interested in the matter presented as well as from City staff. Further, interested citizens may provide information during the public input portion of the meeting, at the time the matter is considered by the City Council, or during a public hearing conducted by the City Council.

When acting in its administrative/adjudicatory capacity, members of the City Council must exercise due care to assure that all parties to the proceeding receive due process. Due process requires that Alderpersons provide a fair and impartial hearing. Thus, while an Alderperson may have a strong interest in the matter at hand, he/she must use extreme caution to remain open minded on the issue until he/she has received all the relevant information necessary to make a well-reasoned decision. Thus, the Legal Division has cautioned members of the City Council to refrain from offering information or their view points before the commission initially dealing with the matter and before all the information has been presented to the City Council. Once in receipt of all the information, the City Council can debate the matter and, ultimately, vote on whether to accept or reject the respective commission’s recommendation. A failure to assure that all parties to the proceedings are afforded due process creates a serious and significant risk to the City.

7. CONFLICTS OF INTEREST

The Urbana City Code provides guidelines and prohibitions regarding conflicts of interest and gifts. UCC Secs. 2-201 *et seq.* Alderpersons are urged to carefully review (in the case of newly elected members) and re-review (in the case of re-elected members) these ordinances (Appendix 7).

State statutes also prohibit certain conflicts of interest. For example, any Alderperson who has any ownership or financial interest in any establishment or business which sells, dispenses or serves alcoholic beverages is prohibited from participating in any discussion, debate, deliberation, and vote on any ordinance or resolution which involves alcoholic beverages – e.g., licensing of new establishments, designating hours of operation, requirements for BASSET training, etc. 235 ILCS 5/6-2(a)(14)(iv). As another example, Alderpersons who have an ownership or a controlling interest in any real estate located in a proposed TIF district must recuse him/her self from any and all

discussion, debate, deliberation, and vote to authorize the creation of such district. 65 ILCS 5/11-74.4.4(n). Likewise, an Alderperson may not acquire any direct or indirect interest in any real estate in a redevelopment area or proposed redevelopment after the earlier of receiving information or knowledge about such plan, project or area or the first public notice of such plan, project or area. *Id.* The TIF statute also includes certain disclosure requirements regarding ownership and interest in such property.

8. **ATTORNEY-CLIENT PRIVILEGE**

From time to time, the City's Legal Division may provide you with information regarding a legal matter. If the matter is deemed by the Legal Division to be sensitive such that disclosure of information regarding the matter would harm the City's position, the Legal Division will advise that the information is covered by or subject to the "attorney-client privilege." Since the Legal Division represents the City's legal interests and not any particular Alderperson's legal interests, Alderpersons are obligated to honor and protect such privilege. The City has the authority and right to waive the "attorney-client privilege." However, no individual Alderperson has the authority to waive the "attorney-client privilege" or disclose privileged information which he/she receives from the Legal Division. The only way in which the City's "attorney-client privilege" may be waived is by a vote of a majority of a quorum of the City Council at a duly convened meeting.

APPENDIX 1

Council Rules #1 - #9

The source of the current council rules is Appendix 1 of the 2005 Urbana City Council Procedures document prepared by former City Attorney Jack Waaler. Jack indicated in the 2005 document that the rules listed in Appendix 1 were not existing rules but were merely proposed rules Jack suggested the City Council adopt. His memo is included in Appendix 2 and provides a background to procedures and the council rules he proposed. The council subsequently made a few minor changes and adopted them by voice vote June 20, 2005. Some of the rules refer back to actual earlier resolutions. For example, Rule 1, Resolution No. 9495-R29, contains the only official rules for placing items on a City Council or Committee of the Whole meeting agenda. The Urbana City council has been following these rules as Jack proposed since their adoption in 2005.

Rule #4 has been replaced by ordinance in Sec. 2.4 so has been dropped. Instead, a revised version of the Resolution on Resolutions is provided. Several of the proposed changes would modify existing rules resolutions.

Rule 8 is proposed by Clerk Smyth to provide guidance to the public. Modifications to Rules 1-7 are also suggested via highlighting and can be noted by comparison to the 2005 Edition of Appendix 1.

These rules are in addition to those set by Resolution (Appendix 2) or by Ordinance (Appendix 3) such as time limits, mandatory adjournment, the deferral rule, the order of the agenda, Mayor Pro Tem, or adoption of council rules (Sec. 2-27 – 2.31. - Rules for deliberations), and Public meetings (Sec. 2-4). It should be noted that the deferral rule and the election of Mayor Pro Tem differ from state statute per the city's Home Rule abilities. There are numerous other examples of Home Rule authority in city ordinances.

These Council Rules have been adopted, deleted, or modified over time by Resolution while others have been adopted by Ordinance. Only those adopted by Ordinance are included in the City Code. It is suggested that these rules with whatever modifications are made by council, be passed by a new Resolution replacing any referenced resolutions changed by these modifications.

APPENDIX 1

Rule #1. Agenda Preparation. Items shall be placed on the printed Agenda as follows:

(a) Council Meetings. If two (2) Alderpersons make a request of the Mayor to place an item on the Agenda, or if such item has been duly forwarded by one of the Council's standing Committees, such item shall be placed on the printed Agenda for the next Council meeting.

(b) Committee Meetings.

(1) If an Agenda item has previously been listed on the Agenda and discussed at a meeting of a Council Committee which occurred in the ninety (90) days immediately preceding the next scheduled meeting of one of the Council's Committees, such item can be placed on the printed Agenda only at the request of two (2) Alderpersons; and

(2) If an Agenda item does not fall within the description set forth in (1) above, such item may be placed on the Agenda of a Committee meeting by the Chair sua sponte, or at the request of any Alderperson.

Rule #2. No Committee of the City Council shall meet on the day of a regular City Council meeting prior to the meeting of the City Council. However, a special Council meeting may meet on the same day prior to a Committee meeting.

Rule #3. Debate limits. At all Council meetings and Committee meetings, each Council member (including the Mayor) shall be limited to speaking five (5) minutes each time such member is recognized to speak, except during petitions and communications when any Council member would be allowed ten (10) minutes, and each council member shall be limited to speaking in debate only twice on any motion placed before the body (if such motion is debatable).

Rule #4. The Mayor or Chair shall retain the right to allow public input on issues at hand at times other than during "Petitions and Communications". Such input must be relevant to the issue at hand. The Council retains the right to determine whether a resolution brought before it is relevant to the City's business.

Rule #5. All proposed ordinances and resolutions or proposed changes in existing ordinances or resolutions shall be submitted to the City Clerk so that proper review may be made by the appropriate city staff.

Rule #6. All appointments to City commissions, and all appointments of non-Civil Service City Officers shall be submitted, in writing, and with vita, to the Council with the regular mailing of the Council Agenda and other materials prior to the City Council meeting at which said appointments are to be acted upon.

Rule #7. Committee of the Whole:

(a) The Chair shall rotate among the Alderpersons of each Ward in numerical order of such Wards (with Ward 1 following Ward 7). The Vice-Chair

shall be the Alderperson of the Ward that bears the next highest number, except Ward 1 shall follow Ward 7.

(b) The Chair shall be in office from adjournment of the Council meeting which precedes the Committee meeting, to the adjournment of the subsequent Council meeting. ~~the time the prior committee meeting adjourns until the adjournment of the committee which he/she chairs.~~ The Vice-Chair shall be in office only during a meeting where the scheduled Chair did not attend or as delegated by the Chair.

(c) The committee of the whole shall not be bound or limited by Robert's Rules of order with respect to propriety of motions that can be made. Any parliamentary motion that would be in order at a regular City Council meeting shall be in order in a meeting of the committee of the whole.

Rule #8. Failure to Observe Procedures.

The provisions of this Resolution are adopted to expedite the transaction of the business of the Council in an orderly fashion and are deemed to be procedural only. The failure to strictly observe such rules by the Council shall not affect the jurisdiction of the council or invalidate any action taken at a meeting that is otherwise held in conformity with law.

7. **ORDINANCE NO. 2005-06-083: AN ORDINANCE APPROVING AND AUTHORIZING THE EXECUTION OF AN URBANA HOME CONSORTIUM SUBRECIPIENT AGREEMENT (ECOLOGICAL CONSTRUCTION LABORATORY AFFORDABLE HOMEOWNERSHIP PROGRAM 2004-2005; PASSIVE SOLAR HOUSE OWNERSHIP PROGRAM)**

Ms Bullok presented the staff report.

Ms Barnes moved to send this item to Council with a recommendation for approval. Mr. Bowersox seconded. The motion carried with a voice vote.

8. **DISCUSSION OF COUNCIL RULES**

Mr. Bowersox began discussion. A handout was distributed to Committee Members earlier.

Following debate, Ms Chynoweth moved to send Appendix I (Rule 7b) to Council with a recommendation for approval. Mr. Bowersox seconded. The motion carried by a voice vote.

Jack Waaler (Special Counsel) addressed Appendix III language changes. Ms Barnes made a motion to direct staff to come back to Committee with language changes to Sections 2-24, 2-25, and 2-30. Mr. Bowersox seconded. The motion carried by a voice vote.

Regarding the issue of meeting starting time (i.e., City Council, Committee, Township, public hearings, etc.), Mr. Lewis made a motion requesting that staff draft language changing the time meetings are held to 7:00 p.m. for all business of the council, and bring back to Committee for review. Ms Barnes seconded. The motion carried by a voice vote.

9. **RESOLUTION NO. 2005-06-010: A RESOLUTION ASCERTAINING PREVAILING WAGES (2005-2006)**

Bruce Walden (Chief Administrative Officer) presented the staff report.

Mr. Lewis made a motion to send this item to Council with a recommendation for approval. Ms Chynoweth seconded. The motion carried by a voice vote.

10. **ORDINANCE NO. 2005-06-084: AN ORDINANCE AMENDING SECTIONS 1-18 AND 15-63 OF THE CODE OF ORDINANCES (PAY-BY-MAIL SCHEDULE AND CURFEW ORDINANCE)**

Mr. Waaler presented the staff report.

Following debate, Ms Chynoweth moved to send this item to Council without a recommendation. Mr. Bowersox seconded. The motion carried by a voice vote.

Alderman Bowersox commented that legal staff had provided a newer version of this ordinance and made a motion to approve this version, amending Sections 1-18 and 15-63 of the Code of Ordinances Pay-By-Mail Schedule and Curfew Ordinance. Alderman Lewis seconded. The vote was as follows:

Barnes - Aye	Lewis - Aye
Bowersox - Aye	Smyth - Aye
Chynoweth - Aye	Stevenson - Aye

Disposition: Ordinance No. 2005-06-084, "An Ordinance Amending Sections 1-18 and 15-63 of the Code of Ordinances (Pay-By-Mail Schedule and Curfew Ordinance)", was approved by Council by a roll call vote (6-aye:0-nay).

f. Ordinance No. 2005-06-081: ***An Ordinance Authorizing the Purchase of Certain Real Estate (1110 West Hill Street)***

Alderman Smyth made a motion to approve. Alderman Bowersox seconded. The vote was as follows:

Barnes - Aye	Lewis - Aye
Bowersox - Aye	Smyth - Aye
Chynoweth - Aye	Stevenson - Aye

Disposition: Ordinance No. 2005-06-081, "An Ordinance Authorizing the Purchase of Certain Real Estate (1110 West Hill Street)", was approved by Council by a roll call vote (6-aye:0-nay).

g. Ordinance No. 2005-06-082: ***An Ordinance Authorizing the Purchase of Certain Real Estate (708 North Goodwin Avenue)***

Alderman Smyth made a motion to approve. Alderman Lewis seconded. The vote was as follows:

Barnes - Aye	Lewis - Aye
Bowersox - Aye	Smyth - Aye
Chynoweth - Aye	Stevenson - Aye

Disposition: Ordinance No. 2005-06-082, "An Ordinance Authorizing the Purchase of Certain Real Estate (708 North Goodwin Avenue)", was approved by Council by a roll call vote (6-aye:0-nay).

h. ***A Motion to Adopt Council Rules***

Alderman Smyth noted that this is a motion to adopt Council Rules as amended at last week's Committee meeting, which involved changes to Rules #2, #4, and #4b. Alderman Smyth made a motion to adopt the Council Rules as amended. Alderman Bowersox seconded. The motion carried by a voice vote.

APPENDIX 1 – COUNCIL RULES

with proposed changes

Rule #1. Agenda Preparation (Resolution No. 9495-R29).

Items shall be placed on the printed agenda as follows:

(a) Council Meetings

An item may be placed on the City Council's meeting Agenda in any of the following ways: (i) the Mayor places the item on the Agenda; (ii) two or more Alderpersons request that an item be placed on the Agenda; or (iii) an item on the Committee of the Whole's Agenda has been approved by the said Committee for placement on the City Council's Agenda whether with or without a recommendation that the City Council adopt the said item.

(b) Committee Of the Whole Meetings

If an Agenda item has previously been listed on a Committee of the Whole Agenda and discussed at a meeting of the Committee of the Whole and no action was taken, such item can be placed on a future Committee of the Whole Agenda again only at the request of two (2) Alderpersons with such request being made by a motion and a second at a committee or council meeting or via communication to the chair.

If an agenda item has not been discussed previously, such item may be placed on the Committee of the Whole Agenda by the Chair *sua sponte*, or at the request of any Alderperson to the Chair.

Rule #2. Meeting Order.

No committee of the City Council shall meet on the day of a regular City Council meeting prior to the meeting of the City Council. However, a special Council meeting may meet on the same day prior to a Committee meeting.

Rule #3. Debate Limits (Resolution No. 9495-R29).

At all Council meetings and Committee of the Whole meetings, each Alderperson and Committee of the Whole meetings, as the case may be, (including the Mayor) shall be limited to speaking five (5) minutes each time such Alderperson or Committee member is recognized to speak and each Alderperson or Committee member shall be limited to speaking twice on each Agenda item if the motion placed before the City Council or Committee is debatable. Alderpersons and Committee members may ask questions of the member of the public offering information during the Petitions and Communications portion of any meeting and may engage in very limited discussion with such member of the public. (note that the section on aldermanic public input of 10 minutes has been deleted)

Rule #4: A Resolution Respecting Passage of Resolutions (R9394-R30)

Be it resolved by the City Council of the City of Urbana, Illinois that, except for Resolutions relating to County Zoning matters **or those coming from other City of Urbana commissions or boards**, all resolutions to be acted upon by the City Council of the City of Urbana, Illinois shall be first sent to the appropriate Council Committee for its consideration and recommendation prior to being acted upon by the City Council, unless two-thirds (2/3rds) of the Aldermen and Alderwomen present vote to consider the Resolution without first referring the Resolution to an appropriate Council Committee for its consideration and recommendation. (May 2, 1994)

Rule #5. Draft Resolutions and Ordinances.

In those instances where an Alderperson or Committee of the Whole member seeks adoption of a resolution or an ordinance and has a draft document, the Alderperson or said member shall provide a copy of the same to the City Clerk who shall, in turn, forward it to the appropriate City staff person for review, comment and editing to conform with the intent of the proposed resolution or ordinance and to assure that the same is in proper legal form, gets included in packets for distribution, and posted to the appropriate meeting website. **(expanded and rewritten)**

Rule #6. Appointments.

All appointments to City commissions, boards and task forces, and all appointments of non-Civil Service City Officers shall be submitted, in writing, and with vita, to the Council with the regular **distribution** of the Council Agenda and other materials prior to the City Council meeting at which said appointments are to be acted upon.

Rule 7. Committee of the Whole, Chair.

The Chair of the Committee of the Whole position shall rotate among the Alderpersons of each Ward in numerical order of such Wards **(beginning after the swearing in of Alderpersons following an aldermanic election with Ward 1 and following through Ward 7)**. The Vice-Chair shall be the Alderperson of the Ward that bears the next highest number, except Ward 1 shall follow Ward 7.

The Chair shall be in office from **the time of** adjournment of the Council Meeting which precedes the Committee meeting, **through** adjournment of the subsequent City Council meeting. The Vice-Chair shall be in office only during the meeting where the scheduled Chair is not in attendance, where the Chair relinquishes to enter debate, or as delegated by the Chair.

The Committee of the Whole shall not be bound or limited by Robert's Rules of Order with respect to propriety of motions that can be made. Any parliamentary motion that would be

in order at a regular City council meeting shall be in order in a meeting of the Committee of the Whole.

Since the Committee of the Whole is not vested with authority to take final action, all proposed motions, resolutions and ordinances which receive a second shall be voted upon by voice vote. If it is unclear as to the tally of votes by voice vote, then the vote shall be repeated using a showing of hands.

Rule #8. Group Presentation Time Limits.

For group and invited presentations to council or committee as part of public input, time limit guidance of 10 minutes for a small group and 20 minutes for invited presentations respectively are suggested.

Rule #9. Failure to Observe Procedures.

The provisions of this resolution are adopted to expedite the transaction of the business of the Council in an orderly fashion during committee and council meetings and are deemed to be procedural only. The failure to strictly observe such rules by the City Council shall not affect the jurisdiction of the Council or invalidate any action taken at a meeting that is otherwise held in conformity with law.

APPENDIX 2

Jack Waaler Introductory Notes
Resolution No. 8586-R29 (Reciting the Pledge)
Resolution No. 9394-R13 (Sanitary Sewer Connection)
Resolution No. 9394-R30 (Resolution on Resolutions)
Resolution No. 9495R29 (Debate Limits)
Resolution No. 2016-R-032R (Mandatory Adjournment)*

*If a mandatory adjournment is about to occur, the meeting may be “continued” to a time certain without violating the open meetings act. The act says:

“The requirement of public notice of reconvened meetings does not apply to any case where the meeting was open to the public and (1) it is to be reconvened within 24 hours, or (2) an announcement of the time and place of the reconvened meeting was made at the original meeting and there is no change in the agenda.”

So for example, at a meeting someone could move to recess the meeting or continue the meeting until 6pm the following night or at a date/place certain when members are available. If this is not done, the meeting is adjourned automatically and any unfinished items will require another meeting announced in compliance with the OMA.

DISCUSSION OF COUNCIL PROCEDURES

Mayor Pro Tem

As a preliminary matter, note that Urbana, utilizing its Home Rule powers, provides for electing a permanent Mayor Pro Tem (Urbana Code 2-26), rather than following the statute which provides for the Council to elect a Mayor Pro Tem each time the Mayor is absent. (5/3.1-35-35)

1. What rules govern our proceedings? We have five tiers of procedural rules, not even counting the constitutional precepts that we must honor. First, we have the Illinois Statutes. The Statutes give us such matters as the definition of a quorum and how a Mayoral veto can be overridden. The Statutes also provide for deferrals, but Urbana changed the deferral statute under our Home Rule powers. The second tier is our own ordinances. Here we have such ordinances as the requirement that there be a public hearing 45 days prior to the vacating of any street; here too is our own abstention ordinance and, of course, our own deferral ordinance. The third tier is our resolutions. For example, the Resolution on Resolutions and the Resolution governing debate limits. The fourth tier is our standing rules, for example, that there can be no Committee meeting the same day and prior to a regular Council meeting. Lastly, if the matter is not governed by any of the first four tiers, it is governed by Robert's Rules of Order.

2. Deferrals.

The state statute rule about deferrals is far more limited than the one we follow. The state statute is found in 65 ILCS 5/3.1-40-35 and reads as follows:

"Upon the request of any two aldermen present, any report of a committee of the council shall be deferred for final action to the next regular meeting of the council after the report is made."

Using its Home Rule powers, the City Council has enacted an ordinance which in effect cancels the state statute and replaces it with the following:

"Section 2-27. Rules for Deliberation. (4) At any meeting of the City Council, upon the making of and second to a motion to postpone consideration of any agenda item to the next regular meeting of the council, which such agenda item is then before the city council for the first time by motion made and seconded, any such agenda item shall be automatically deferred for final action thereon to the next regular meeting of the city council, unless upon the making of and second to a subsequent motion, three-fourths of those aldermen/alderwomen present vote to consider such deferred item at a special meeting to be called and held before the date of the next regular meeting."

Comment. Our deferral ordinance is designed to be used only one time with respect to a particular ordinance or resolution. Once used, it cannot again be used as to such item. The intended use is to allow two members of the Council to delay consideration of an item for two

weeks because they just do not feel informed enough to vote. The same manner can then be further delayed by other motions, but to do so requires a majority to agree to delay further consideration of the matter.

Put simply, our deferral rule (actually an ordinance) allows an agenda item to be automatically put over to the next regular Council meeting by a motion to defer and a second. It can be applied only if the agenda item is before the Council for the first time. Thus note, a motion to defer applies only to agenda items, not to subsidiary motions. Sometimes when an agenda item is radically changed by amendments, it becomes a judgment call if, as radically changed, it is an agenda item before the Council for the first time.

There are several important things to notice about the operation of the special Urbana rule. One is that it applies to any meeting of the City Council as a City Council, but not to committee meetings. Secondly, it clarifies that a motion to defer is in order only when an agenda item is before the City Council for the first time on a motion that was seconded. Then, if one member moves to defer, and another seconds it, the item is deferred for final action until the next REGULAR council meeting. Note, it defers automatically to the next REGULAR council meeting, but there is an escape wherein 3/4ths of the aldermen present can vote to consider such deferred item at a special meeting to be called before the date of the next regular meeting.

The deferral rule should be contrasted with the three standard parliamentary procedure motions that are in order to delay consideration of the matter:

- a) Lay on the table—this motion really should be used only to put a matter aside temporarily to consider something more important. It is not debatable.
- b) A motion to postpone to a time certain, which is debatable.
- c) A motion to postpone indefinitely, which is really a soft way of killing the motion. This is debatable.

Once in a while, I hear a motion to defer to a meeting to a month away. This motion is some sort of hybrid of the motion to defer and motion to postpone to a time certain. The word “defer” should not be used except when invoking the deferral rule. The standard Robert’s Rules language should be used to “postpone definitely” or “indefinitely” or “lay on the table”. (See suggested amendment at Appendix 3.)

3. Votes Required. State Statute when the votes required to pass a particular ordinance or resolution. (65 ILCS 5/3.1-40-40)

Basically, it provides that with our Council of 7, approval of any ordinance requires the “yes” vote of 4 alderpersons. The same is true of any resolution or motion which creates liability to the city, or provides for the expenditure or appropriation of its money. There are certain instances where the statutes require an extraordinary vote. Here one must be careful to distinguish between when the statute requires an extraordinary vote of all the aldermen then holding office,

or the corporate authorities. The 'corporate authorities' is defined by the statutes as all the aldermen, plus the mayor.

4. Omnibus Votes.

The statute also provides for an omnibus vote or by one vote to be taken for approval of several ordinances or resolutions included in the omnibus vote. An omnibus vote can only be taken if all members consent.

5. Abstentions.

One must be mindful of the special City of Urbana ordinance regarding votes required, set forth in Section 2-30 of the Urbana City Code. Four alderpersons is the minimum. Of particular importance in that section is how we treat abstentions. Unless a member announces that they are abstaining for conflict of interest, then an abstention is ruled by the chair to have gone with the majority. If one chooses to abstain on the basis of a conflict of interests, all that member need do is say those words, and no one has a right to inquire as to the basis of the conflict of interest. In essence, the City of Urbana leaves it up to each alderperson's conscience whether or not they feel they have a conflict of interest. This is sometimes very important when trying to determine whether or not a measure is passed, particularly if there is a extraordinary majority required.

6. Additions to the Agenda.

Although the printed agenda (and Code Section 2-27) allows for additions to the agenda, after a court case in 2002, it is now illegal to add anything to the agenda for action unless it is first placed on the agenda in full compliance with the Open Meetings Act (48 hours in advance). So, as a practical matter, "additions to the agenda" for action on an item is a nullity.

7. Council Rules.

Section 5/3.1-40-25 of the statutes provides for the Council to make its own rules. The Urbana City Council has done that and changed them many times over the years, and as a result, we have a set of scattered and sometimes overlapping and ambiguous rules of Council, which are mixed in with miscellaneous resolutions of the Council to the same effect. All should be blended together in a revised codification. I have gone over the last collection of the various rules and resolutions that we have enacted over the years, and from them I have gleaned the following that actually seem important enough to include in a new codification effort.

Attached then as Appendix 1 are the rules that I would suggest that we adopt with a fresh resolution. Kindly note that the rule labeled as Rule 9 is actually an additional rule that I have borrowed from City of Champaign rules.

Attached as Appendix 2 are 4 Resolutions that govern Council procedures.

COPY

RESOLUTION NO. 8586-R29

A RESOLUTION
TO RECITE THE PLEDGE OF ALLEGIANCE
AT URBANA CITY COUNCIL MEETINGS

WHEREAS, many generations since the formation of this Republic throughout the land, including Urbana, have lived, worked and died to provide and protect the privileges of liberty and justice we enjoy; and

WHEREAS, the Urbana City Council is a government that represents the people of Urbana at the closest level and respects those ideals of liberty and justice for all in its deliberations; and

WHEREAS, the Pledge of Allegiance to the flag of the United States of America is a statement of respect for the values of liberty and justice for all that was written expressly for use at public meetings; and

WHEREAS, the Pledge of Allegiance to the flag of the United States of America is an appropriate expression of patriotism that cuts across political lines and unifies us in our goals and purposes; and

WHEREAS, the Pledge of Allegiance is recited at Champaign County Board meetings; and

WHEREAS, the Pledge of Allegiance is recited at the City of Champaign's Council meetings; and

WHEREAS, the Pledge of Allegiance was recited until 1975 at the Urbana City Council meetings.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

That the next regularly scheduled meeting of the City Council after the date on which any of the following described federal holidays are celebrated shall be opened with the Pledge of Allegiance:

Martin Luther King, Jr. Day
Lincoln's Birthday
Washington's Birthday
Memorial Day
Flag Day
Independence Day
Labor Day
Veteran's Day
Thanksgiving Day

1986. PASSED by the City Council this 5th day of May,

Ruth S. Brookens
Ruth S. Brookens, City Clerk

1986. APPROVED by the Mayor this 8th day of May,

Jeffrey A. Markland
Jeffrey A. Markland, Mayor

RESOLUTION NO. 2004-09-019R

A RESOLUTION REVISING A RESOLUTION ESTABLISHING PROCEDURES FOR APPROVAL OF
ANNEXATION AGREEMENTS FOR THE PURPOSES OF SANITARY SEWER CONNECTION

WHEREAS, the City of Urbana and the Urbana-Champaign Sanitary District (UCSD) entered into an intergovernmental agreement (UCSD Agreement) which provides that UCSD will not permit persons to connect to its sanitary sewer system unless the property to be served is within the City, within a subdivision approved by the City, or is in an area that is the subject of an annexation or development agreement with the city; and

WHEREAS, UCSD and the City desire to implement the UCSD Agreement without causing unnecessary delay for persons who are willing and able to enter into annexation agreements; and

WHEREAS, the City finds that if a person delivers to the City an irrevocable offer to enter into an annexation or development agreement in the form of an annexation agreement or annexation petition, that UCSD should then be authorized to provide sanitary sewer service to the property under the UCSD Agreement.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. An annexation agreement or annexation petition may be presented to the City Council or to a Standing Committee of the Whole City Council for review and approval (or in the case of an annexation agreement, tentative approval) for the purpose of allowing a UCSD sanitary sewer service connection.

Section 2. If the said annexation agreement or annexation petition is acceptable to the City Council or Standing committee of the Whole City Council, they shall, by motion, direct City staff to inform the UCSD that the City of Urbana has received an annexation agreement or annexation petition in

a form acceptable to the City and that said agreement or petition is considered sufficient to authorize UCSD to provide sanitary sewer service to the property.

Section 3. In situations where an existing septic sewer serving the subject property fails, and the Chief Administrative Officer determines that a public health hazard may be created, the Chief Administrative Officer may authorize the City Staff to inform the Urbana-Champaign Sanitary District that the City has received an annexation agreement acceptable to the City, or a legally sufficient petition for annexation. Then the annexation agreement or petition shall be promptly presented to the City Council for their consideration in the normal course of processing rather than following the special procedure set forth in Sections 1 and 2 above.

Section 4. Nothing in this process shall be construed to preempt the requirements of the Illinois State Statutes governing the approval of annexation agreements, nor shall approval of sanitary sewer connections as provided for herein, prevent the City Council from amending, modifying, supplementing or denying approval of the tendered annexation agreement in the final approval process.

PASSED by the City Council this 20th day of September, 2004.


Phyllis D. Clark, City Clerk

APPROVED by the Mayor this 22nd day of September,
2004.


Tod Satterthwaite, Mayor

RESOLUTION NO. 9394-R30

A RESOLUTION
RESPECTING PASSAGE OF RESOLUTIONS

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that, except for Resolutions relating to County Zoning matters, all resolutions to be acted upon by the City Council of the City of Urbana, Illinois, shall be first sent to the appropriate Council Committee for its consideration and recommendation prior to being acted upon by the City Council, unless two-thirds (2/3rds) of the Aldermen and Alderwomen present vote to consider the Resolution without first referring the Resolution to an appropriate Council Committee for its consideration and recommendation.

PASSED by the City Council this 2nd day of May, 1994.

Phyllis D. Clark
Phyllis D. Clark, City Clerk
by Sharon McKee, Deputy Clerk

APPROVED by the Mayor this 6th day of May, 1994.

Tod Satterthwaite
Tod Satterthwaite, Mayor

RESOLUTION NO. 9495-R29

A RESOLUTION ESTABLISHING COUNCIL RULES ON LIMITS FOR
DEBATE AND AGENDA PREPARATION

BE IT RESOLVED BY THE URBANA CITY COUNCIL that effective immediately with the passage of this Resolution, the following rules are adopted:

Section 1. Debate limits. At all Council meetings and Committee meetings, each Council member (including the Mayor) shall be limited to speaking five (5) minutes each time such member is recognized to speak, except during petitions and communications when any Council member would be allowed ten minutes, and each Council member shall be limited to speaking in debate only twice on any motion placed before the body (if such motion is debateable).

Section 2. Agenda Preparation. Items shall be placed on the printed Agenda as follows:

(a) Council Meetings. If two (2) Alderpersons make a request of the Mayor to place an item on the Agenda, or if such item has been duly forwarded by one of the Council's standing Committees, such item shall be placed on the printed Agenda for the next Council meeting.

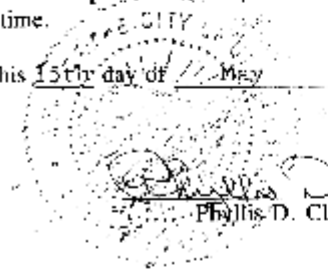
(b) Committee Meetings.

(1) If an Agenda item has previously been listed on the Agenda and discussed at a meeting of a Council Committee which occurred in the ninety (90) days immediately preceding the next scheduled meeting of one of the Council's Committees, such item can be placed on the printed Agenda only at the request of two (2) Alderpersons; and

(2) If an Agenda item does not fall within the description set forth in (1) above, such item may be placed on the Agenda of a Committee meeting by the Chair sua sponte, or at the request of any Alderperson.

The Mayor may cause a matter to be placed on the printed Agenda of the Council meeting or Committee meeting at any time.

PASSED by the City Council this 15th day of May, 1995.


Phyllis D. Clark
Phyllis D. Clark, City Clerk

Passed: April 18, 2016
Signed: April 20, 2016

RESOLUTION NO. 2016-04-023R

A RESOLUTION AMENDING THE RULE CONCERNING MANDATORY ADJOURNMENT

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS AS
FOLLOWS:

1. That the rule of the City Council establishing a mandatory adjournment time for all meetings combined or individually of the Urbana City Council meeting as Council, Committee, Trustees, or in joint session with another body is hereby amended to now read as follows:

"There shall be a mandatory adjournment at 10:30pm; provided however, that the meeting may be extended up to 30 minutes repeatedly by a two-thirds (2/3rds) vote of the aldermen/alderwomen present."

(Question: should we insert language concerning "Continuance of Proceedings"?)

2. That this Resolution shall become effective immediately upon its passage and approval.
3. This resolution is hereby passed by the affirmative vote, the "ayes" and "nays" being called, of a two-thirds (2/3rds) vote of all the members of the Council of the City of Urbana, Illinois, at a regular meeting of said Council on

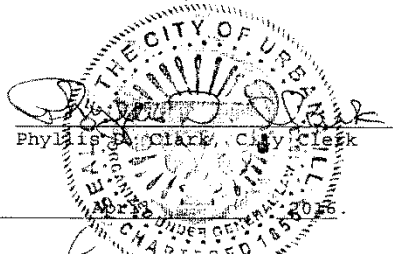

PASSED BY THE CITY COUNCIL this 18th day of April, 2016.

AYES: Ammons, Brown, Jakobsson, Madigan, Marlin, Roberts, Smyth

NAYS:

ABSTAINED:

APPROVED BY THE MAYOR this 20th day of


Philip B. Clark, City Clerk

Laurel Lunt Prussing, Mayor

APPENDIX 3

Article I – *In General* – Code of Ordinances

Article II – *Elected Officials* – Code of Ordinances

**Code of Ordinances, Chapter 2 - ADMINISTRATION,
ARTICLE I. - IN GENERAL**

ARTICLE I. - IN GENERAL

Sec. 2-1. - Municipal and fiscal year.

The fiscal year for the city shall commence on the first day of July of each year and end on the thirtieth day of June of each year. The municipal year shall coincide with the fiscal year unless otherwise specified.

(Code 1975, § 1.12)

Sec. 2-2. - Corporate seal—Description.

The corporate seal of the city shall be circular in form, with the words, "Seal of the City of Urbana, Ill., Chartered 1855" on the outer circle, and in the interior and center of such circle there shall be a scroll and the words "Organized Under General Law, 1873," all engraved on the face of such corporate seal and as depicted on the cover of this Code.

(Code 1975, § 1.13)

Sec. 2-3. - Same—Use generally.

The corporate seal shall be used as such seal in all cases that shall be provided by law or the ordinances of the city, and in all other cases in which by law custom it is usual and necessary for the city to use a seal. The corporate seal shall remain in the custody of the city clerk. The city clerk shall prepare all commissions or other official documents required to be issued, and affix the corporate seal thereto and attest or countersign the same. The clerk shall affix the corporate seal to all official acts of the mayor requiring it, and if necessary, attest and countersign the same. The clerk shall certify, under the corporate seal, copies of all records, documents or papers in the clerk's office when required by any officer or other person, but in no case shall the impression of the corporate seal be binding upon the city unless it is authorized by law and is attested by the signature of the city clerk.

(Code 1975, § 1.14)

ARTICLE II. - ELECTED OFFICIALS

DIVISION 2. - CITY COUNCIL^{[\[2\]](#)}

Sec. 2-23. - Term of office.

Municipal officers who are elected at the general election conducted for municipal offices in the City of Urbana, shall be installed and commence their term at the first regular or special meeting in the month of May following their election.

(Ord. No. 8081-90, § 1, 3-16-81)

Sec. 2-24. - Composition.

The terms alderman, alderwoman, or alderperson, and their respective plurals, shall be acceptable for use as a title by the elected representatives of each of the wards. Each member may direct which of the terms shall be used by the clerk in the official records, journals, and procedures of the city council to record such members' official conduct. As used in this Code, the words 'alderman/alderwoman, or alderperson' shall be construed and considered to have full and equal legal affect and be synonymous.

(Code 1975, § 2.1; Ord. No. 2005-07-092, § 1, 7-18-05)

State Law reference — Composition of council, 65 ILCS 5/3-11-9; election of aldermen/alderwomen, 65 ILCS 5/3-4-7 et seq.

Sec. 2-25. - Meetings.

(a) The regular meetings of the city council shall be held on the first and third Mondays of each month during the year, except when such Monday shall happen to be a legal holiday, in which case the city council shall meet on the first Tuesday evening following. The regular meeting of the city council shall be convened at the hour of 7:00 p.m., or at such time thereafter upon the adjournment of a scheduled public hearing, township board meeting, or other duly scheduled business of the council. The term "legal holiday" as used shall mean the following days only:

- (1) New Year's Day;
- (2) The Friday preceding Easter;
- (3) Memorial Day;
- (4) Independence Day;
- (5) Labor Day;
- (6) Veterans Day;
- (7) Thanksgiving Day;
- (8) The day following Thanksgiving;
- (9) Christmas Day.
- (10) Martin Luther King, Jr.'s Birthday.

A regularly scheduled meeting of the city council may be canceled by a vote or written communication from the majority of the alderwomen and aldermen holding office. A committee meeting may be canceled by the chair of such committee.

(b) Special meetings may be called by the mayor or by any three (3) members of the city council whenever in the mayor's or their opinion it may be deemed necessary, in which event it shall be the duty of the mayor to cause every member of the city council to be served with notice of such special meeting, either by personal service or by leaving such notice at the member's usual place of business or residence, which notice shall state the date, time and purposes of such meeting. No business shall be transacted at any special meeting except as is stated in the notice. Members who provide written request to be notified by an electronic transmission means available to the city clerk of special council meetings shall be notified at an address provided for such transmission at least twenty-four (24) hours before the start of any special council meeting.

- (c) No member of the city council, employee of the city, or any other person shall disclose to any other person the content or substance of any closed meeting or session except as provided for in the Open Meetings Act or as authorized by five (5) council members.

(Code 1975, § 2.2; Ord. No. 8081-52, §§ 1, 2, 11-17-80; Ord. No. 8081-90, § 2, 3-16-81; Ord. No. 8687-32, 10-20-86; Ord. No. 2005-07-093, § 1, 7-18-05)

State Law reference— Authority to prescribe times of council meetings and manner in which special meetings may be called, 65 ILCS 5/3-11-13; meetings of public agencies, 5 ILCS 120/1 et seq.

Sec. 2-26. - Mayor pro tem.

- (a) The city council shall elect one of its members as mayor pro tem, who, while remaining in office shall continue to serve as mayor pro tem until another member is elected and assumes the duties of mayor pro tem. If a temporary absence or disability of the mayor incapacitates the mayor from the performance of the mayor's duties but does not create a vacancy in the office, the mayor pro tem shall perform the duties and possess all the rights and powers of the mayor according to state law.
- (b) If both the mayor and mayor pro tem are temporarily absent or incapacitated, for purposes of authority to respond to emergency matters, the office of mayor pro tem shall devolve upon the person then holding office of alderperson of the First Ward, or if such person is also absent or incapacitated, then the office of mayor pro tem shall devolve upon the person then holding office of alderperson for the Second Ward and so forth through the persons then holding office of alderperson for each of the wards in numerical order until an alderperson who is not absent or incapacitated is located to perform the duties of mayor pro tem until the incapacity or absence of the mayor or mayor pro tem elected by the council is no longer in existence.

(Ord. No. 9495-89, § 1, 3-20-95)

State Law reference— Duties of mayor pro tem, Ill. Rev. Stat. Ch. 24, § 3-11-7; election and duties of chairperson pro tem in absence of both mayor and mayor pro tem, Ill. Rev. Stat. Ch. 24, § 3-11-15.

Sec. 2-27. - Rules for deliberations.

The following rules for the government of the deliberations of the city council are hereby adopted:

- (1) The city council shall determine its own rules of proceeding, which rules must be adopted and approved by a two-thirds vote of all the members of the council, and no such rule may be repealed, annulled, amended, abridged, modified or suspended except by a two-thirds vote of all the members of the council. On all points of order not otherwise specifically provided for in such rules of proceeding, "Robert's Rules of Order," as may from time-to-time be revised, is adopted and made the law governing the deliberations of the city council.
- (2) The order of business of all regular meetings of the city council shall be as follows:
 - a. Approval of minutes of the proceedings of regular and special meetings.
 - b. Additions to agenda.
 - c. Petitions and communications to the Council.
 - d. Old business.

- e. Reports of standing committees.
 - f. Reports of special committees.
 - g. Reports of officers.
 - h. New business.
 - i. Adjournment.
- (3) Whenever it shall become necessary for a number smaller than a majority of the city council to compel the attendance of absentee members in order to constitute a quorum to do business, a fine of two hundred dollars (\$200.00) may be imposed upon any such absentee member for failure to so attend.
- (4) At any meeting of the city council, upon the making of and second to a motion (whether phrased as a "motion to defer" or otherwise), the effect of which would be to postpone consideration of any agenda item to the next regular meeting of the council, which such agenda item is then before the city council for the first time by motion made and seconded, any such agenda item shall be automatically deferred for final action thereon to the next regular meeting of the city council, unless upon the making of and second to a subsequent motion, three-fourths ($\frac{3}{4}$) of those aldermen/alderwomen present vote to consider such deferred item at a special meeting to be called and held before the date of the next regular meeting.

(Code 1975, § 2.3; Ord. No. 7980-90, § 1, 4-21-80; Ord. No. 7980-113, § 6(B), 6-16-80; Ord. No. 8081-40, 10-6-80; Ord. No. 2005-07-094, § 1, 7-18-05)

Editor's note— Section 1 of Ord. No. 7980-90, enacted Apr. 21, 1980, amended § 2.3(5) of the 1975 Code; said provisions have been included herein as § 2-27(4) by the editors.

In addition, Ord. No. 8081-40, enacted Oct. 6, 1980, amended the ordinance previously establishing the order of business of all regular meetings of the city council. The editor has construed this as amendatory of § 2-27(2).

State Law reference— Authority to determine rules, Ill. Rev. Stat. Ch. 24, § 3-11-11; quorum, compelling attendance, Ill. Rev. Stat. Ch. 24, § 3-11-12; mayor as presiding officer, Ill. Rev. Stat. Ch. 24, § 3-11-14; chairperson pro tem, Ill. Rev. Stat. Ch. 24, § 3-11-15; deferment of committee reports, Ill. Rev. Stat. Ch. 24, § 3-11-16.

Sec. 2-28. - Committee.

To afford the opportunity to more thoroughly examine matters under consideration, the city council shall meet regularly on the second and fourth Monday of each month as a committee of the whole. The chair and vice-chair of the committee shall be selected by the council as established by council rules.

(Code 1975, § 2.4; Ord. No. 7677-101, 5-16-77; Ord. No. 8182-1, 7-6-81; Ord. No. 9697-136, § 2, 5-5-97)

Sec. 2-29. - Reserved.

Editor's note— Ord. No. 9697-136, adopted May 5, 1997, repealed § 2-29, pertaining to duties of the standing committees, as derived from the Code of 1975, § 2.5.

Sec. 2-30. - Voting procedures.

- (a) To enact any ordinance for whatever purpose, or any resolution or motion (1) to create any liability against the city, or (2) for the expenditure or appropriation of its money (unless any extraordinary majority is required under state statutes or city ordinances), a majority of the alderpersons then holding office must vote "yes" or "aye."
- (b) The passage of any resolution or motion not within the above description shall require the "yes" or "aye" vote of a majority of the alderpersons present and voting when a vote on the measure is taken and the mayor when the mayor is authorized to vote because of a tie.
- (c)
 - (1) Abstentions, if for reason of a stated conflict of interest, shall be recorded by the city clerk as "abstained" and shall not be recorded as either an "aye" or a "nay" vote, and shall not be ruled by the chair as "going with the majority."
 - (2) If an abstention or 'pass' vote is not based upon an asserted conflict of interest, then such vote shall be recorded by the city clerk as "abstained" but the mayor shall rule that such vote "goes with the majority" of those votes actually cast as an "aye" or "nay" vote.
 - (3) Each council member shall have the right to abstain by reason of a stated conflict of interest based upon his or her own assessment of the existence of such conflict of interest and the city council shall have no right to overrule such council member's determination.
- (d) When state statutes or city ordinances, in order to enact an ordinance, resolution, motion, or upon reconsideration after veto and return thereof by the mayor, require an extraordinary majority to vote "aye", the following procedures shall be applicable in calculating the extraordinary majority:
 - (1) Abstentions, if stated by the alderperson to be for reason of conflict of interest, shall not be counted as either an "aye" or "nay" vote and members abstaining shall not be counted in determining the total to which the percentage of votes required is applied in determining number of votes for passage, any statute, ordinance or rule of parliamentary procedure to the contrary notwithstanding;
 - (2) However, no such ordinance, resolution or motion shall be deemed to have passed the city council unless such ordinance, resolution or motion receives an "aye" vote from at least a simple majority of the aldermen/alderwomen then holding office.

(Code 1975, § 2.6; Ord. No. 8687-82, 5-4-87; Ord. No. 2005-07-095, § 1, 7-18-05)

Sec. 2-31. - Electronic attendance at meetings.

- (a) A member of the city council may participate and vote electronically at public meetings, including council meetings and committees of the whole, if the member is unable to physically attend because of:
 - (1) Personal illness or disability;
 - (2) Employment purposes or business related to the City of Urbana; or
 - (3) Family or other major emergency.

In order for such participation to be valid, the member must provide notice sufficiently in advance of the meeting for the city to be able to provide the technical means necessary to fulfill such a request. The council may deny a member's electronic attendance request by a two-thirds (2/3) vote if the request does not meet one (1) of the above criteria. A member may vote on motions and issues coming before the body, but his or her vote shall not count towards a quorum.

- (b) For the purpose of this section, "electronic participation" means participation by telephone, video, or internet connection as provided by rules adopted by the council consistent with the provisions of Public Act 94-1058 amending the Illinois Open Meetings Act, ILCS 120/7. The electronic participation shall not be valid unless it provides means for the member to hear and participate in the discussion preceding any action of the council.
- (c) For the purposes of this section, the mayor shall be treated as a member of the council and accorded the same rights of electronic participation.

(Ord. No. 2006-12-148, § 2, 12-20-06)

Public Input (Urbana City Code Section 2-4)

Ordinance No. 2011-05-033, adopted May 16, 2011

Sec. 2-4. - Public meetings.

- (a) Any person who seeks to address the members of a commission, committee, or other official body of the city at any public meeting will be permitted to speak on any matter listed on the agenda or on any other matter of public concern, subject to the following provisions:
 - (1) The presiding officer shall designate a time during the meeting at which the public may address the members. The presiding officer may require persons wishing to speak during any portion of a meeting to sign in before the start of the meeting and to provide their names, addresses, and topics to be discussed.
 - (2) Prior to speaking, each person must be recognized by the presiding officer and must state his or her name and address for the record.
 - (3) Subject to subsection (a)(4), public comment is limited to no more than five (5) minutes per person and to no more than two (2) hours per meeting, unless extended by consent of a majority vote of the members present. The presiding officer or his or her designee shall monitor each speaker's use of time and shall notify the speaker when the time allotted has expired.
 - (4) If the presiding officer recognizes that more than twenty (20) persons desire to speak, he or she may limit each speaker to comments of no more than three (3) minutes. Whenever any group of persons wishes to address the members on the same subject matter, the presiding officer may ask that a spokesperson be chosen from the group. If additional matters are to be presented by other persons in the group, the presiding officer may limit the number of such persons and may limit the presentation to information not already presented by the group spokesperson.
 - (5) Persons invited by the presiding officer to address the members are subject to such time limitations as the majority of the members present may prescribe.
 - (6) Separate rules, as required by law or as otherwise provided in this Code, will govern the conduct of quasi-judicial hearings.
- (b) The city clerk shall post the provisions of subsection (a) on the city's website.

(Code 1975, § 1.17; Ord. No. 7980-113, § 6(A), 6-16-80; Ord. No. 2011-05-033, § 1, 5-16-11)

APPENDIX 4

Suggestions on Handling Abusive Speech From Audience

SUGGESTION ON HANDLING ABUSIVE SPEECH FROM AUDIENCE

Jack Waaler, 2005

Because our meetings are really in two separate parts: (1) an invitation to the general public to speak on anything under Petitions and Communications, and (2) our actual legislative portion, we have to live by two entirely separate sets of rules for each portion.

In the Open Comment portion of the meeting, the Mayor can enforce our 5-minute limitation, but even here problems lurk -- we do not always uniformly enforce the 5-minutes limitation (nor am I advocating that we should). It could certainly be argued that the 5 minute limit is enforced only when the Mayor does not like what is being said. Also, sometimes the abusive language occurs prior to the time limit expiring.

These problems can be overcome, but the difficulty is, in this portion of our Council meetings, the Mayor's immunity is only a qualified immunity and if sued, the City would have to prove that the Mayor was operating in a fashion to limit speech strictly in a neutral time, place and manner and was not motivated by any desire to censor any particular comments. I don't like to have to prove we were within our rights in an evidentiary hearing in Court. I would prefer to be in a position where we could win on summary judgment. Thus, it seems to me to be far safer to merely advise the entire Council that anyone, including the Mayor, is free to get up and walk away if they do not like listening to any abuse during Petitions and Communications. If the Mayor chooses to walk out, he should merely instruct the Sergeant-at-Arms (Chief of Police) to take over the duty of watching the 5-minute limit in his absence. The Mayor retakes the Chair when he wants to. This "walk away" procedure would be the extreme, to be used as an alternative to forcibly shutting a speaker up. In other words, it would be legally safer to use such a "walk away" procedure than have someone forcibly silenced if they go over the 5-minutes limit.

I believe it is very likely that if such an abusive speaker is deprived of his "City Council" audience, he will quit. Problem solved.

If disruption occurs during that portion of the Council meeting when the Council is actually deliberating Ordinances or Resolutions, here the Mayor probably will have absolute immunity as a legislator. So, after the appropriate calming warnings, he can even have the room cleared or have the offending person(s) removed. If this occurs, I would suggest that the Mayor use the following script:

"Could we please have order and quiet so the Council may proceed with its business."

If that doesn't work, the Mayor should say:

"It is imperative that you sit down and be quiet or leave the room so that the City Council may proceed with its business."

If that doesn't work, then I would announce that the City Council is in recess for 10 minutes so that those who are disrupting the Council business can calm themselves and be more orderly.

Then after the recess, if it continues again, the following announcement could be made to clear the room or remove a disruptive person:

"This interference has reached the stage where it disrupts and obstructs and makes impossible the performance by the City Council of its legislative functions. [All persons in this room who are not members of the City Council, or employees of the City of Urbana, or employees of the

News Media are directed to leave immediately.] The City Council will be in recess for 15 minutes while the room is cleared of unauthorized individuals."

Generally, it would be better to not single out a trouble maker; just clear the room, but if it is obvious that only one or two persons are causing the disruption, the bracketed part of the warning should be modified to direct those persons to leave: [The gentleman in the red shirt and while tie (pointing) is directed to leave this room immediately.]

This should set up the police to arrest anyone who refuses to leave for Criminal Trespass to Land (Chapter 38, Section 21-3).

APPENDIX 5

Veto and Veto Override

VETO AND VETO OVERRIDE

Jack Waaler, 2005

Since a veto could be a contentious matter, it is best to clarify the correct procedure to override a veto, in advance. Two statutes come into play.

(65 ILCS 5/3.1-40-45) (from Ch. 24, par. 3.1-40-45)

Sec. 3.1-40-45. Ordinances; approval; veto. All resolutions and motions (i) that create any liability against a city, (ii) that provide for the expenditure or appropriation of its money, or (iii) to sell any city or school property, and all ordinances, passed by the city council shall be deposited with the city clerk. Except as provided in Articles 4 and 5 of this Code, if the mayor approves an ordinance or resolution, the mayor shall sign it. Those ordinances, resolutions, and motions which the mayor disapproves shall be returned to the city council, with the mayor's written objections, at the next regular meeting of the city council occurring not less than 5 days after their passage. The mayor may disapprove of any one or more sums appropriated in any ordinance, resolution, or motion making an appropriation, and, if so, the remainder shall be effective. However, the mayor may disapprove entirely of an ordinance, resolution, or motion making an appropriation. If the mayor fails to return any ordinance or any specified resolution or motion with his written objections within the designated time, it shall become effective despite the absence of the mayor's signature. (Source: P.A. 87-1119.)

and

(65 ILCS 5/3.1-40-50) (from Ch. 24, par. 3.1-40-50)

Sec. 3.1-40-50. Reconsideration; passing over veto. Every resolution and motion specified in Section 3.1-40-45, and every ordinance, that is returned to the city council by the mayor shall be reconsidered by the city council at the next regular meeting following the regular meeting at which the city council receives the mayor's written objection. If, after reconsideration, two-thirds of all the aldermen then holding office on the city council agree at that regular meeting to pass an ordinance, resolution, or motion, notwithstanding the mayor's refusal to approve it, then it shall be effective. The vote on the question of passage over the mayor's veto shall be by yeas and nays and shall be recorded in the journal. (Source: P.A. 91-489, eff. 1-1-00.)

Note that a veto and override involve three separate council meetings. First, the council meeting at which the council initially passed the ordinance that was vetoed. Second, the next regular meeting at which the mayor returns the ordinance unsigned with his/her written objection to the council with his/her veto message. It is this third meeting at which the council must consider whether or not to override the mayor's veto.

The use of the word "reconsider" in the statute produces unnecessary confusion. Where the problem really comes in is with the confusion between veto override "reconsideration" and a motion to reconsider under parliamentary procedure. A call to override the veto should not be equated with a parliamentary motion to reconsider; it is a statutory reconsideration in the sense that the council is considering again an ordinance that it had adopted previously, but this time, the council is considering it in the context of a veto override. Indeed, a proper motion to override a veto would be, "I move to override the Mayor's veto of ordinance _____".

There is a separate statute related to actual reconsiderations as well:

(65 ILCS 5/3.1-40-55) (from Ch. 24, par. 3.1-40-55)

Sec. 3.1-40-55. Reconsideration; requisites. No vote of the city council shall be reconsidered or rescinded at a special meeting unless there are present at the special meeting at least as many aldermen as were present when the vote was taken. (Source: P.A. 87-1119.)

APPENDIX 6

A – B – C's of PARLIAMENTARY PROCEDURE

PARLIAMENTARY PROCEDURE

(Basic Principals)

WHAT IS PARLIAMENTARY PROCEDURE?

It is a set of rules used for conducting meetings effectively and it allows everyone the opportunity to be heard and to make decisions **without** confusion.

WHY IS IT IMPORTANT?

It allows for flexibility in a meeting,
It allows for the democratic rule,
It allows for a fair hearing for everyone -- and,
It protects your rights as a member to be heard.

10 COMMANDMENTS

1. The organization is paramount as opposed to the individual
2. All members are equal.
3. Quorum must be present to take legal action.
4. Only one main proposition can be on the floor at a time.
5. Only one member can have the floor at a time.
6. Full debate on all questions (unless parliamentary rules do not allow debate on a question).
7. The issues and not the person are always what are under discussion.
8. A question once decided cannot come back before the same assembly in the same session in the same form except by use of reconsideration.
9. A majority vote decides (unless a greater majority is required).
10. Silence gives consent.
- 11. COUNCIL RULES SUPERSEDE ROBERT'S RULES! (see comment footnotes below)**

DECORUM IN DEBATE

1. Remarks must be confined to the merits of the pending question.
2. Members' motives must not be attacked.
3. All remarks must be addressed through the chair.
4. Members may not speak directly to one another.*
5. The use of members' or officers' names is to be avoided.
6. Reading from books, reports, etc. is allowed only with the permission of the assembly.**
7. A member who is interrupted by the chair must be seated. (*Depending upon Council Rules.*)
8. The chair may not participate in debate without relinquishing the chair. (*Depending upon Council Rules.*)
9. The chair must relinquish the chair if she/he has a conflict of interest.
10. No member may comment adversely on any prior act of the assembly that is not then pending.

* Local custom seems to provide otherwise. Council members frequently address each other to make suggestions and communicate other ideas. ** Council members frequently read letters and email messages received from the public without first seeking everyone's approval.

RULES GOVERNING DEBATE

1. The maker of a motion is entitled to speak first, if she/he wishes to.
2. No one may speak more than twice to the same question on the same day.
3. No one is entitled to the floor a second time on the same motion on the same day while any other member desires the floor to make his first speech.
4. Having obtained the floor, a member may speak for five minutes.
5. Rights in regard to debate are not transferable.
6. If a speaker yields to another member for a question, the time consumed is charged to the speaker.
7. A speaker may not speak against the motion he has made, but may vote against it.
8. A two-thirds vote is required to close debate.
9. The chair, so far as possible, should let the floor alternate between the affirmative and negative positions.
10. The chair may not bring debate to a close without the consent of the assembly (2/3).

HOW DO MEMBERS GET THEIR SAY?

They make motions.

WHAT IS A MOTION?

The proposal of an issue that the group can take a stand on or take action on;

Members can present a motion – “I move ...”

Another member seconds the motion – “I second...”

The members can debate the motion by giving their opinions on the motion.

After discussion, members are to vote on the motion.

MOTIONS

THERE ARE 4 GENERAL TYPES OF MOTIONS:

- a. main motions,
- b. subsidiary motions,
- c. privileged motions,
- d. incidental motions.

MAIN MOTION – introduces the subject/proposal for consideration.

SUBSIDIARY MOTION – is when changes can be made to the main motion by amendment.

PRIVILEGED MOTION – contains special or important matters that are not related to pending business, i.e. “madam/mister chair, I move we adjourn.”

INCIDENTAL MOTION – are questions that arise out of other motions.

Incidental motions must be considered before any other motions, i.e.

“Madam/Mister Chair, I move to suspend the rules for the purpose of extending the time of this meeting for 30 minutes.”

WHEN ARE MOTIONS IN ORDER?

Motions are in order when they are related to the business at hand.

Motions are not meant to be obstructive, frivolous, or against the rules that govern your organization.

DO MOTIONS NEED A SECOND?

YES! The purpose of a second to the motion indicates that another Member would like to consider the motion for discussion. It also eliminates spending time on subjects that are of interest to only one person. However, if there is no formal second and discussion ensues, the first person who speaks to the motion is considered the seconder.

CAN I INTERRUPT THE SPEAKER?

YES! If your motion is privileged. However, the speaker regains the floor after the interruption has been addressed.

IS A MOTION DEBATABLE?

Parliamentary procedure guards your right to a free and full debate on most motions. However there are some motions that are not debatable, such as: privileged, subsidiary, and incidental motions.

- a. privileged motions – calls for the orders of the day,
- b. subsidiary motions – lay on the table or to limit or extend the limits of debate,
- c. incidental motions – point of order or point of information.

CAN MOTIONS BE AMENDED?

YES! When the amendments relate to the subject as presented in the main motion.

CAN MOTIONS BE RECONSIDERED?

YES! Some motions can be debated over again and revoted on. This gives members a chance to change their minds. **HOWEVER**, the motion to reconsider has to be presented from the Winning side.

HOW DO I PRESENT A MOTION

- A. Obtain the floor by establishing that the last speaker has finished, address the chair by saying, “Madam Chair or Mister Chair”.

After the Chair has recognized you, you can make your motion. [*Mister Chair, I move that we pass the expenditures budget as presented.*]

- B. Wait for a second.

- C. Chair restates the motion by saying, “it has been moved and seconded that we pass the expenditures budget as presented.”

That motion is now on the floor and can’t be changed without the consent of the member who moved and the member who seconded (friendly amendment) or by subsequent formal amendment of the motion.

- D. Discussion on the motion – the person moving the motion speaks first. All comments should be directed to the Chair – who will try to keep debate to a specified time limit. A member can speak on a motion two times – with the suspension of rules a member may be allowed to speak a third time.
- E. After sufficient discussion you can call for the question/vote on a motion. The vote is taken and the Chair announces the results.

HOW DO I CAST MY VOTE

The methods used to cast votes depend on the situation and the laws that govern your organization!

- **VOICE VOTE** Chair asks, “those in favor say ‘AYE’, those opposed Say ‘NO’
(this method is used for majority vote only)
- **SHOW OF HANDS** This is an alternative to the voice vote.
- **ROLL CALL** This is used when a record of each person’s vote is needed:
Yes, No, Present, Abstain (abstain only when there is a reason for the abstention)
- **BALLOT** This is done when secrecy is desired,
- **GENERAL CONSENT** When no member objects to what is being presented – their silence constitutes a favorable vote. [*“If there are no objections, this item passes unanimously.”*]

THE AGENDA

Any organization that has a desire to run smoothly has an agenda. The agenda is essential to the structure of your meeting as it sets out the business of the day. By having an AGENDA, making MOTIONS that are in order, OBTAINING THE FLOOR properly, SPEAKING clearly and by OBEYING THE RULES OF DEBATE, parliamentary procedure helps to get things done.

IT WORKS IF YOU USE IT RIGHT!!

NOMINATIONS and ELECTIONS

Nominations

A nomination is, in effect, a proposal to fill a specific position in the organization/club. It is proper to first ask a candidate if they would be willing to accept the nomination for a specific position. This gives them the opportunity to accept or decline.

There are five methods of nomination, not all of them are appropriate or desirable in average organizations, they are:

1. *Nominations by the Chair* – this is usually the common method used at mass meetings.
2. *Nominations from the floor* – under the procedure of nomination from the floor, the chair for nominations at the time established by the assembly.
3. *Nominations by a committee* – in the election of officers of an ordinary group, nominations often are made by a nominating committee. The nominating committee should be a group that has been appointed to serve in that capacity by the Chair.

The nominating committee chair should address the Chair by stating: Mr./Madam Chair/President, the Nominating Committee submits the following slate of officers for nomination: For President, Mr. A [or “Jon A”]; for Vice President, Ms. B; for Secretary, Mr. C; .. [and so on for each office to be filled, naming the nominees in the order in which the officer are listed in the bylaws].

4. *Nominations by ballot* – the object of a nominating ballot is to provide the members with an indication of the sentiments of the voting body, which they may take into account in voting in the election.
5. *Nominations by mail* – this is the method in organizations whose membership is widely scattered.

It is the best practice that before ending nominations that you always open the floor for further nominations. The Chair should do this by asking the assembly for nominations from the floor. The Chair does this by stating clearly and concisely, “*Are there any further nominations from the floor, are there any further nominations from the floor, are there any further nominations from the floor. Seeing none, the Chair will entertain a motion to close nominations.*”

Elections

There are four common methods used in elections they are:

1. *Ballot Election* – all nominations can be completed before any balloting takes place [in which voting for all offices are commonly done by a single ballot.
2. *Viva-Voce Election* – the viva-voce [voice vote] method of election is done principally in a case where a candidate is unopposed or the election is not contested and the bylaws do not require elections by ballot.

3. *Roll-Call Election* – this is unusual but an election can be held by roll call vote, however, election by ballot can be followed.
4. *Cumulative Voting* – this is used for ballot or roll-call elections of boards, committees, delegates, or other positions held by more than one individual, the bylaws may provide for cumulative voting. In this form of voting each member is entitled to cast one vote for each position, for example, three directors are to be elected; each member may cast three votes. The votes may be all cast for one, two or three candidates, as the voter chooses.

HANDLING OF A MOTION

The handling of a motion varies according to conditions; but six steps are essential:

1. **A member makes a motion.**
 - The member must be recognized by the chair before stating his motion.
 - Common form: "I move that . . ."
2. **Another member seconds the motion.**
 - It is not necessary to be recognized prior to seconding a motion.
 - Common form: "Second" or "I second the motion."
3. **The Chair states the question, i.e., s/he states the exact question and indicates that it is open to debate.**
 - Common form: "It has been moved and seconded that . . . Is there any discussion?" or "Are you ready for the question?"
4. **The members debate the motion.**
 - Each member must be recognized before s/he discusses the motion.
 - Discussion must be germane, that is, strictly limited to the merits of the motion on the floor.
5. **The Chair puts the question, i.e., takes the vote.**
 - The affirmative vote is taken first, then the negative
 - Abstentions are not counted.
 - A majority vote means a majority of those who vote for or against a motion. Members present and not voting are not counted.
 - The Chair votes only when his vote will affect the results, that is, to make or break a tie.
6. **The Chair announces the results of the vote.**
 - The vote on any motion is not considered final until the Chair announces the results.

FOUR PRINCIPLES AFFECTING THE HANDLING OF A MOTION

1. Only one main motion can be pending at a time.
2. The same or substantially the same question cannot be considered twice during the same session.
3. If a main motion has to be temporarily disposed of, the same or substantially the same question cannot be introduced again while it is still under the control of the assembly.
4. Once a motion has been adopted, the same question cannot be renewed unless the motion is rescinded or reconsidered.

METHODS OF VOTING

1. Viva Voce' (by the voice).
2. Show of Hands.
3. Rising Vote.
4. Counted Vote.
5. Roll Call.
6. Ballot Vote.
7. Unanimous (General) Consent.
8. Majority Vote.
9. Plurality Vote.
10. Two-Thirds Vote.
11. Tie Vote.

(On a tie vote the motion is lost. If the presiding officer is a member of the assembly, s/he may vote to make or break a tie, and in all other cases where his/her vote would change the results.)

USE THE RIGHT MOTION

To introduce a subject, make a **main motion**.

To kill or reject a main motion without a direct vote on it, move to **postpone indefinitely**.

To change a pending motion, move to **amend**.

To send a pending question to a small group for further study, move to **commit to refer**.

To put off action of a decision until later in the same or next meeting, move to **postpone definitely**.

To change the rules of debate, move to **limit or extend limits of debate**.

To close debate, move the **previous question** [*this takes a second and a vote of 2/3rds of those present*].

To set aside the pending question temporarily, move to **lay on the table**.

After some other business has transpired or at the next meeting when you want to take the matter up again, move to **take from the table**.

To require the chair to follow the adopted program or agenda, **call for the orders of the day**.

To secure a privilege, rise to a **question of privilege**.

To take a short break in the meeting, move to **recess**.

To close a meeting, move to **adjourn**.

To set a time to continue the business without adjourning the present meeting, move to **fix the time to which to adjourn**.

To enforce the rules, rise to a **point of order**.

To reverse or question the decision of the chair. **appeal**.

To question the correctness of a voice vote or vote by show of hands as announced by the chair, call for a **division of the assembly**.

MOTIONS THAT BRING A QUESTION AGAIN BEFORE THE ASSEMBLY

BRING BACK MOTIONS – Bring a question again before the assembly enables the assembly for good reason to reopen a completed question during the same session, or to take up one that has been temporarily disposed of, or to change something previously adopted and still in force.

TAKE FROM THE TABLE:

Used to resume consideration of a main motion which lies on the table.

RESCIND:

Used to strike out an entire main motion, resolution, rule, bylaw, section, or paragraph that has been adopted.

AMEND SOMETHING PREVIOUSLY ADOPTED (another form of rescind):

Used to modify a part of the wording or text previously adopted or to substitute a different version.

DISCHARGE A COMMITTEE:

Used when it is desired to take a matter back from a committee so that the assembly itself can consider or act upon it or so it can be dropped.

The motion must be made before the committee has made a final report.

RECONSIDER:

Used when new information is received within the same session that makes it appear that a different result might reflect the true will of the assembly.

The member making the motion must have vetoed on the prevailing side when the motion was voted on the first time.

The motion may be made at any time; however, it can only be considered when nothing else is pending.

Cannot be reconsidered - If the vote on reconsideration is lost, it can only be renewed by unanimous consent.

INCIDENTAL MOTIONS

Relating to the Chair:

1. **Point of Order** – Calls attention to a breach of orders and requires the chair to make a ruling on the question involved.
2. **Appeal** – Any two members may immediately after the chair has made a ruling, require the Chair to submit the matter to a vote of the assembly.
3. **Suspend the Rules** – Permits a question to be taken up that would be in violation of a rule of the assembly.
4. **Objection to Consideration of the Question** – Objection may be made by any member before debate has begun; the assembly then votes on whether the main motion should be considered (and if there is a 2/3 vote against consideration, the motion is dropped).

Relating to individual members:

1. **Division of a question** – When a main motion contains two or more parts capable of standing as separate questions, the assembly can vote to treat each part separately.
2. **Consideration by Paragraph or Seriatim** – If the main motion is in the form of a resolution or a document containing several paragraphs or sections, each section or paragraph may be handled separately one at a time, and then the whole motion is voted on.
3. **Division of the Assembly** – Whenever one member doubts the accuracy of the chair's announcement of the result of a voice vote (or vote by show of hands), s/he can demand a standing vote, but not a counted vote (which only the chair or the assembly can do.)
4. **Motions Relating to Methods of voting and the Polls** – A member can move that the vote be taken by ballot, by roll call, or by counted standing vote. This section also applies to opening, closing or reopening the polls.
5. **Motions Relating to Nominations** – If the bylaws or rules of the assembly are silent regarding nominations, any member may move while the election is pending to specify one of the various methods by which candidates shall be nominated, to close nominations, or to reopen them.

Relating to the assembly – Requests and Inquiries:

1. **Parliamentary Inquiry** – A request for the Chair's opinion on a matter of parliamentary procedure as it relates to the business at hand – not a ruling.
2. **Point of Information** – An inquiry as to facts affecting the business at hand – directed to the Chair or, through the Chair, to any other member.

3. **Request for Permission (or Leave) to Withdraw or Modify a Motion** – After it has been stated by the Chair and is in the possession of the assembly.
4. **Request to Read Papers** – If any member objects, a member has no right to read from, or have the secretary read from, any paper or book as a part of his speech without permission of the assembly.
5. **Request to be Excused from a Duty** – Request from a member to be excused from any duty – whether it is compulsory or not. A resignation from office is a request to be excused from a duty.
6. **Request for any Other Privilege** – A member may request to address remarks to make a presentation when no motion is pending.

TYPES OF MOTIONS AND THEIR ORDER OF PRECEDENCE

	Privilege Motions	Interrupt Speaker	Second Needed	Debat-able	Amend-able	Vote Required
13.	To fix the time of the next meeting	No	Yes	No	Yes	Maj.
12.	To adjourn the meeting	No	Yes	No	No	Maj.
11.	To recess the meeting	No	Yes	No	Yes	Maj.
10.	To rise to a question of privilege	Yes	No	No	No	Chair
9.	To call for the orders of the day [agenda]	Yes	No	No	No	Chair
Subsidiary Motions						
8.	To <i>lay on</i> or <i>take from</i> the table	No	Yes	No	No	Maj.
7.	To call for the previous question	No	Yes	No	No	2/3
6.	To limit or extend debate	No	Yes	No	Yes	2/3
5.	To postpone to a certain time	No	Yes	Yes	Yes	Maj.
4.	To refer to committee	No	Yes	Yes	Yes	Maj.
3.	To Amend	No	Yes	Yes	Yes	Maj.
2.	To postpone indefinitely	No	Yes	Yes	No	Maj.
Main Motions						
1.	A general main motion on the floor	No	Yes	Yes	Yes	Maj.
1a.	To reconsider	Yes	Yes	Yes	No	Maj.
1b.	To rescind	No	Yes	Yes	No	Maj.

Incidental Motions						
a.	To rise to a point of order	Yes	No	No	No	Chair
b.	To appeal a decision of the chair	Yes	Yes	No	No	Maj.
c.	To make a parliamentary inquiry	Yes	No	No	No	Chair
d.	To suspend the rules	No	Yes	No	No	2/3
e.	To withdraw a motion	No	No	No	No	Maj.
f.	To call for a division of the assembly	Yes	No	No	No	Chair
g.	To call for a division of the question	No	No	No	No	Chair
h.	To object to the consideration of a ques.	Yes	No	No	No	2/3

To interrupt proceedings – debate by another member, the following should be used:

Point of Personal Privilege – [to respond to an offense to rights, reputation, etc.]

Point of Order – [a means to request the body to follow its own rules.]

Appeal a Ruling of the Chair – to take exception to a ruling

Parliamentary Inquiry – a request for information concerning procedure

Moving the previous Question – requires 2/3 vote; if passed, must vote at once

Moving to Postpone Further Consideration – must be to a time of specific point in procedures

APPENDIX 7

City of Urbana Officials and Employee Ethics Ordinance

City of Urbana Officials and Employee Ethics Ordinance

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-201. - Definitions.

The following words and phrases, when used in this article, shall have the meanings respectively ascribed to them in this section:

Campaign for elective office means any activity in furtherance of an effort to influence the selection, nomination, election, or appointment of any individual to any federal, State, or local public office or office in a political organization, or the selection, nomination, or election of Presidential or Vice-Presidential electors, but does not include activities:

- (1) Relating to the support or opposition of any executive, legislative, or administrative action (as those terms are defined in Section 2 of the Lobbyist Registration Act),
- (2) Relating to collective bargaining, or
- (3) That are otherwise in furtherance of the person's official duties.

Candidate means a person who has filed nominating papers or petitions for nomination or election to any elected federal, State or local public office, or who has been appointed to fill a vacancy in nomination, and who remains eligible for placement on the ballot at either a general primary election or general election.

Citizen appointee means a person appointed by the mayor and confirmed by the council to a position in or with any of the City of Urbana's boards, commissions, panels, or other bodies, including any such board, commission, panel, or other body with respect to which the city is a participant via an intergovernmental agreement, regardless of whether the position is compensated.

City or *City of Urbana* means the City of Urbana, Illinois, and also includes the Urbana Free Library.

Collective bargaining has the same meaning as that term is defined in Section 3 of the Illinois Public Labor Relations Act (5 ILCS 315/3).

Compensated time for purposes of this article, means any time worked by or credited to an employee that counts toward any minimum work time requirement imposed as a condition of employment with the city. However, "compensated time" for purposes of this article does not include any designated holidays, vacation, or any period when the employee is on an unpaid leave of absence, but does include any time on paid administrative leave.

Compensatory time off means authorized time off earned by or awarded to an employee to compensate in whole or in part for time worked in excess of the minimum work time required of that employee as a condition of employment with the city.

Contribution has the same meaning as that term is defined in Section 9-1.4 of the Election Code (10 ILCS 5/9-1.4).

Elected official means the mayor, elected or appointed members of the city council, the city clerk, and any other person holding elected office with or for the city.

Employee means any person employed by the city, whether full-time, part-time, seasonally, pursuant to a contract, or otherwise, and whose employment duties are subject to the direction and

control of the city with regard to the material details of how the work is to be performed, but does not include an independent contractor.

Gift means any gratuity, discount, entertainment, hospitality, loan, forbearance, or other tangible or intangible item having monetary value including, but not limited to, cash, food and drink, and honoraria for speaking engagements related to or attributable to government employment or the official position of an officer or employee.

Leave of absence means any period during which a city employee does not receive:

- (1) Compensation for employment,
- (2) Service credit towards pension benefits, and
- (3) Health insurance benefits paid for by the employer.

Political activity means any activity in support of or in connection with any campaign for elective office or any political organization, but does not include activities:

- (1) Relating to the support or opposition of any executive, legislative, or administrative action (as those terms are defined in Section 2 of the Lobbyist Registration Act),
- (2) Relating to collective bargaining, or
- (3) That are otherwise in furtherance of the person's official duties.

Political organization means a party, committee, association, fund, or other organization (whether or not incorporated) that is required to file a statement of organization with the state board of elections or a county clerk under Section 9-3 of the Election Code (10 ILCS 5/9-3), but only with regard to those activities that require filing with the state board of elections or a county clerk.

Prohibited political activity means:

- (1) Preparing for, organizing, or participating in any political meeting, political rally, political demonstration, or other political event.
- (2) Soliciting contributions, including but not limited to the purchase of, selling, distributing, or receiving payment for tickets for any political fundraiser, political meeting, or other political event.
- (3) Soliciting, planning the solicitation of, or preparing any document or report regarding any thing of value intended as a campaign contribution.
- (4) Planning, conducting, or participating in a public opinion poll in connection with a campaign for elective office or on behalf of a political organization for political purposes or for or against any referendum question.
- (5) Surveying or gathering information from potential or actual voters in an election to determine probable vote outcome in connection with a campaign for elective office or on behalf of a political organization for political purposes or for or against any referendum question.
- (6) Assisting at the polls on election day on behalf of any political organization or candidate for elective office or for or against any referendum question.
- (7) Soliciting votes on behalf of a candidate for elective office or a political organization or for or against any referendum question or helping in an effort to get voters to the polls.

- (8) Initiating for circulation, preparing, circulating, reviewing, or filing any petition on behalf of a candidate for elective office or for or against any referendum question.
- (9) Making contributions on behalf of any candidate for elective office in that capacity or in connection with a campaign for elective office.
- (10) Preparing or reviewing responses to candidate questionnaires.
- (11) Distributing, preparing for distribution, or mailing campaign literature, campaign signs, or other campaign material on behalf of any candidate for elective office or for or against any referendum question.
- (12) Campaigning for any elective office or for or against any referendum question.
- (13) Managing or working on a campaign for elective office or for or against any referendum question.
- (14) Serving as a delegate, alternate, or proxy to a political party convention.
- (15) Participating in any recount or challenge to the outcome of any election.

Prohibited source means any person or entity who:

- (1) Is seeking official action:
 - a. By an elected official or citizen appointee; or
 - b. By an employee, or by the elected official or another employee directing that employee.
- (2) Does business or seeks to do business:
 - a. With the elected official or citizen appointee; or
 - b. With an employee, or with the elected official or citizen Appointee or another employee directing that employee.
- (3) Conducts activities regulated:
 - a. By the elected official or citizen appointee; or
 - b. By an employee, or by the elected official or another employee directing that employee; or
- (4) Has interests that may be substantially affected by the performance or non-performance of the official duties of the elected official or employee.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-202. - Applicability.

This article applies only to conduct that occurs on or after the effective date of this article and to causes of action that accrue on or after the effective date of this article.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-203. - Prohibited political activities.

- (a) No employee shall intentionally perform any prohibited political activity during any compensated time.
- (b) No elected official, employee, citizen appointee shall intentionally misappropriate any City property or resources by engaging in any prohibited political activity for the benefit of any campaign for elective office or any political organization.
- (c) At no time shall any elected official, employee, or citizen appointee intentionally require any other employee or citizen appointee to perform any prohibited political activity:
 - (1) As part of that employee's or appointee's duties,
 - (2) As a condition of city employment or appointment, or
 - (3) During any time off that is compensated by the city (such as vacation, personal days, paid administrative leave, or compensatory time off).
- (d) At no time shall any elected official, employee or citizen appointee intentionally require any other employee or citizen appointee to participate in any prohibited political activity in consideration for that employee or citizen appointee being awarded any additional compensation or any benefit, whether in the form of a salary adjustment, bonus, compensatory time off, continued employment or appointment, or otherwise.
- (e) No elected official, employee or citizen appointee shall be awarded any additional compensation or employee benefit, in the form of a salary adjustment, bonus, compensatory time off, continued employment, or otherwise, in consideration for the employee's or citizen appointee's participation in any prohibited political activity.
- (f) Nothing in this section prohibits activities that are otherwise appropriate for an elected official, employee or citizen appointee to engage in as a part of his or her official duties or activities, that are undertaken by an elected official, employee, or citizen appointee on a voluntary basis as permitted by law.
- (g) No person either:
 - (1) In a position that is subject to recognized merit principles of public employment, or
 - (2) In a position the salary for which is paid in whole or in part by federal funds and that is subject to the federal standards for a merit system of personnel administration applicable to grant-in-aid programs, shall be denied or deprived of employment or tenure solely because he or she is a member or an officer of a political committee, of a political party, or of a political organization or club.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-204. - Gift ban.

- (a) Except as permitted by this article, no elected official, citizen appointee, or employee, and no spouse of or immediate family member living with any elected official, citizen appointee, or employee (collectively referred to herein as "recipients"), shall intentionally solicit or accept any gift from any prohibited source, as defined herein, or which is otherwise prohibited by law or ordinance.
- (b) No prohibited source shall intentionally offer or make a gift that violates this section.

Sec. 2-205. - Gift ban exceptions.

Section 2-204 is not applicable to the following:

- (1) Opportunities, benefits, and services that are available on the same conditions as for the general public.
- (2) Anything for which the recipient pays the fair market value.
- (3) Any (i) contribution that is lawfully made under the Election Code or (ii) activities associated with a fundraising event in support of a political organization or candidate.
- (4) Educational materials and missions.
- (5) Travel expenses for a meeting to discuss business.
- (6) A gift to a recipient from a relative, meaning those people related to the recipient as father, mother, son, daughter, brother, sister, uncle, aunt, great aunt, great uncle, first cousin, nephew, niece, husband, wife, domestic partner, roommate or housemate, grandfather, grandmother, grandson, granddaughter, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half-brother, half-sister, and including the father, mother, grandfather, or grandmother of the recipient's spouse, domestic partner, and the recipient's fiancée or fiancée.
- (7) Anything provided by an individual on the basis of a personal friendship unless the recipient has reason to believe that, under the circumstances, the gift was provided because of the official position or employment of the recipient or his or her spouse or immediate family member and not because of the personal friendship. In determining whether a gift is provided on the basis of personal friendship, the recipient shall consider the circumstances under which the gift was offered, such as: (i) the history of the relationship between the individual giving the gift and the recipient of the gift, including any previous exchange of gifts between those individuals; (ii) whether to the actual knowledge of the recipient the individual who gave the gift personally paid for the gift or sought a tax deduction or business reimbursement for the gift; and (iii) whether to the actual knowledge of the recipient the individual who gave the gift also at the same time gave the same or similar gifts to other officers or employees, or their spouses or immediate family members.
- (8) Food or refreshments not exceeding seventy-five dollars (\$75.00) per person in value on a single calendar day; provided that the food or refreshments are (i) consumed on the premises from which they were purchased or prepared or (ii) catered. For the purposes of this section, "catered" means food or refreshments that are purchased ready to consume which are delivered by any means.
- (9) Food, refreshments, lodging, transportation, and other benefits resulting from outside business or employment activities (or outside activities that are not connected to the official duties of an elected official, employee or citizen appointee), if the benefits have not been offered or enhanced because of the official position or employment of the elected official, employee, or citizen appointee and are customarily provided to others in similar circumstances.

- (10) Intra-governmental and inter-governmental gifts. For the purpose of this article, "intra-governmental gift" means any gift given to an elected official, employee, or citizen appointee from another elected official, employee, or citizen appointee, and "inter-governmental gift" means any gift given to an elected official, employee, or citizen appointee by an elected official, employee, or citizen appointee of another governmental entity.
- (11) Bequests, inheritances, and other transfers at death.
- (12) Any item or items from any one prohibited source during any calendar year having a cumulative total value of less than one hundred dollars (\$100.00). Each of the exceptions listed in this section is mutually exclusive and independent of every other.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-206. - Disposition of gifts.

An elected official, employee, or citizen appointee, his or her spouse or an immediate family member living with the officer or employee, does not violate the gift ban if the recipient promptly takes reasonable action to return a gift from a prohibited source to its source or gives the gift or an amount equal to its value to an appropriate charity that is exempt from income taxation under Section 501(c)(3) of the Internal Revenue Code of 1986, as now or hereafter amended, renumbered, or succeeded.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-207. - Conflicts of interest prohibited.

- (a) No elected official or citizen appointee may participate in, vote upon, or otherwise act on any matter in which that person is directly or indirectly financially interested. For purposes of this sub-paragraph, a person shall be deemed to be financially interested in any contract, grant, appropriation, or legislative enactment that is made with, to, or for the benefit of that person, to any firm, partnership, association, corporation, or cooperative association as to which the person is a board member, director, or officer. No conflict shall be deemed to exist under this subparagraph as to any legislative enactments that affect the elected official or citizen appointee only to the extent that members of the general public are affected.
- (b) No elected official or citizen appointee may participate in, vote upon, or otherwise act on any matter in which that person has a conflict of interest as defined by any Illinois or federal law or regulation

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-208. - Ethics advisor.

- (a) The city's chief administrative officer shall designate an ethics advisor for the city.
- (b) The ethics advisor shall provide guidance to the elected official, citizen appointees, and employees of the city concerning the interpretation of and compliance with the provisions of this article and state ethics laws.

(Ord. No. 2004-05-053, § 2, 9-15-04)

Sec. 2-209. - Penalties.

- (a) A person who intentionally violates any provision of this article may be fined in an amount not to exceed seven hundred fifty dollars (\$750.00).
- (b) Any person who knowingly makes a false report alleging a violation of any provision of this article to the local enforcement authorities, the state's attorney or any other law enforcement official may be fined in an amount not to exceed seven hundred fifty dollars (\$750.00).
- (c) In addition to any other penalty that may be applicable, whether criminal or civil, an employee who intentionally violates any provision of this article is subject to discipline or discharge.

(Ord. No. 2004-05-053, § 2, 9-15-04)

APPENDIX 8

City Council Actions

ACTIONS BY CITY COUNCIL¹

ACTION ITEM	CORPORATE AUTHORITIES	ROLL CALL	VOTE
Budget, liability against City. § 3.1-40-40	Yes	Yes	majority
Budget, expend money. § 3.1-40-040	Yes	Yes	majority
Budget, revise annual budget. § 8-2-9.6	Yes	-	2/3*
Budget, emergency appropriations for emergency improvements or restoration. § 8-1-6	Yes	Yes	2/3*
Budget, transfer funds between corporate objects. § 8-2-7	Yes		2/3*
Bond issues. § 11-74-6	Yes	Yes	3/5*
Emergency ordinance, immediate effect. § 1-2-4	Yes	-	2/3*
Emergency contracts. § 8-10-5	Yes	Yes	majority
Omnibus vote to take ordinances in omnibus fashion. § 3.1-40-40	Yes	²	Unanimous
Omnibus vote on combined ordinances. § 3.1-40-40	Yes	Yes	depends on items
Property, annex to City. § 7-1-8	Yes	Yes	majority
Property, annexation agreements. § 11-15.1-3	Yes	-	2/3*
Property, disconnect. § /7-1-24	Yes	-	majority
Property, zoning-special uses. § 11-13-1.1	Yes	-	2/3
Property, redevelopment plan for blighted areas. § 11-74.2-6	Yes	-	2/3
Property, sale, leases for more than 20 years acceptance of bid. §§ 11-76-2; 11-76-4.1	Yes	-	3/4*
Property, sales or leases for more than 20 years or sales – rejection of bid §§ 11-76-2	Yes	-	majority
Property, purchase or leases for 20 years or less. § 11-76.1-1	Yes	-	2/3*
Property, sale of surplus real estate, appraisal . § 11-76-4.1	Yes	-	2/3*
Property, leases of equipment for not more than 20 years. §11-76.1-1	Yes	-	2/3
Property, lease equipment for 5 years or less. § 11-76-6	Yes	Yes	2/3

* Corporate authorities then holding office rather than just those present at the meeting when the action will be taken. “Corporate authorities” defined as including Alderpersons and Mayor. All citations are to the Illinois Municipal Code (65 ILCS 5/1-1-1 et seq.) or the Urbana City Code (“UCC”). All citations are to the Illinois Municipal Code (65 ILCS 5/1-1-1 et seq.) or the Urbana City Code (“UCC”).

¹ All Committee of the Whole actions to move matters on to the Council require only a simple majority vote.

² If any one of the matters to be considered in omnibus fashion requires a roll call vote then the vote on the ordinances considered in omnibus fashion requires a roll call vote. If one of the matters to be considered in omnibus fashion requires a super-majority vote of the corporate authorities, then the omnibus vote must pass by the highest super-majority required.

Property, exchange real estate. § 11-76.2-1	Yes	-	3/4*
Mayoral veto override. ³ § 3.1-40-50	-	Yes	2/3*
Appointees, rejection of removal of appointee. § 3.1-35-10	-	Yes	2/3*
Appointees, discontinue position. § 3.1-30-5	-	-	2/3
Council rules, adopt, amend, delete, suspend. UCC Sec. 2-27(1)	-	-	2/3
Postpone agenda item first time – deferral rule: UCC Sec. 2-27(4)	-	-	Motion & 2 nd
Postpone agenda item after first postponement. UCC Sec. 2-27(4)	-	-	3/4
Reconsideration of prior action. At session where reconsideration occurs, same			
Number of Council members must be present as were present when matter was adopted. 3.1-40-55		-	-
Mayor votes as part of corporate authorities or to break tie by Council. § 3.1-40-30	-	-	-
Taxes & Licenses – Municipal Retailers’ Occupation Tax. 65 ILCS 5/8-11-1	yes	-	majority
Taxes & Licenses – Cigarette Tax. 65 ILCS 5/8-11-3	yes	-	majority
Taxes & Licenses – Taxi Drivers. 65 ILCS 5/11-42-6	yes	-	majority
Zoning & Planning. UCC Sec. 18-10	-	-	majority

³ If Mayor vetoes an ordinance, the Mayor must provide a written statement and return the ordinance and written statement to the Council. 65 ILCS 5/3.1-40-45. Mayor has line-item veto power on budgeted items. 65 ILCS 5/3.1-40-45.